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ABSTRACT

A study examined six cases where job training and economic development had been successfully linked through an interorganizational arrangement. Cases were nominated by U.S. Employment and Training Administration officials, job training and economic development experts, and published reports. The six organizations of primary focus were Pima County Community Services Department, Arizona; Susquehanna Region Private Industry Council, Inc., Maryland; Chester County Partnership for Economic Development, Pennsylvania; Northeast Florida Private Industry Council, Inc., Florida; Greater Grand Rapids Area Economic Team, Michigan; and Seattle-King County Economic Development Council, Washington. The cases covered sites with varied demographic and economic characteristics, but did not cover areas suffering from chronic economic problems or with a large proportion of minority people. Data were collected during two visits to each site in 1989. In each of the six cases, a single organization headed the interorganizational efforts, with the lead organization in three cases being a Job Training Partnership Act organization and, in the other three cases, an economic development agency. While all six arrangements had contractual agreements among participating organizations through which funds were paid for services to all six, informal networks were more important than the formal agreements. It was concluded that in these six cases, interorganizational arrangements produced close coordination of job training and economic development activities, and that these activities were plausibly linked with exemplary job training and job creation outcomes. (This document includes a list of 43 references and the six case studies.) (CML)

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Interorganizational Partnerships In Local Job Creation and Job Training Efforts: Six Case Studies

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PREFACE

This is the final report of a year-long study sponsored by the Employment and Training Administration, U.S. Department of Labor (DOL), under Contract No. 99-8-4700-75-064-01 to COSMOS Corporation.

The report is based on six case studies of interorganizational arrangements linking job training and job creation activities. Studying these arrangements is challenging because they are not sharply defined. Thus, for instance, data collection can be limited or extensive, depending upon the depth to which the individual organizations in each arrangement are to be covered. However, the authors of the present study and COSMOS's staff have dealt with this type of research problem in the past, covering such topics as case study methods in general (Yin, 1989), local interorganizational networks in education (Yin and Gwaltney, 1981; and Alamprese, Schaff, and Brigham, 1987), and economic development (Yin, Sottile, and Bernstein, 1985). The present study also benefited from the advice and collaboration of Lori Strumpf, whose Center for Remediation Design has assisted state and local JTPA programs for several years (Strumpf, 1987).

Data for the study were collected at site visits during the first half of 1989. One or more members of the study team visited each site twice. An essential ingredient to success was the cooperation of the officials at all of these sites--representing the central and other key organizations in each arrangement. These people provided time for interviews, made numerous documents available, and reviewed drafts of the individual case study reports. The full list of these people is found in the individual case studies. However, the authors acknowledge with special appreciation the following individuals and organizations:

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Washington, D.C.

Professor Irwin Feller
Institute for Policy Research & Evaluation
Pennsylvania State University
University Park, Pennsylvania

Among the authors, Peter G. Bateman planned and directed much of the study and conducted the case study on Seattle-King County and shared the case study on Chester County. Robert K. Yin composed the first draft of this final report and conducted the case study of Northeast Florida. Stephanie Lande and Deidra D. Dain shared the Grand Rapids case study and Deidra alone did the Pima County case study. Jeffrey A. Cantor shared the Chester County case and conducted the Harford and Cecil Counties case. Finally, Roger Vaughan participated throughout the study as a source of information and assistance, suggesting possible study sites, reviewing in detail all of the individual case studies, and reviewing and commenting in equal detail on the drafts of this report.

The authors benefited most, however, from the advice and suggestions of Gerald Gundersen, the contract's project officer from the Employment and Training Administration, U.S. Department of Labor.

He followed the course of the entire study, contacted DOL regional officials in search of potential sites, offered keen observations at critical junctures, and reviewed and commented upon the draft of this report.

EXECUTIVE SUMMARY

Training, education, and economic development programs have traditionally operated along separate tracks. A growing number of communities, however, are trying to link these separate programs in recognition that their economic success depends, increasingly, on finding people for jobs as well as finding jobs for people.

This study examines six cases where job training and economic development have been successfully linked through an interorganizational arrangement. The study assesses why these initiatives worked. Nominations for cases were collected from ETA officials from Washington, D.C. and the ten regional offices, from job training and economic development experts, and from published reports. The cases were chosen because the collaborating organizations could document: the jobs they had created; their focus on small businesses; and their success in placing hard-to-employ people in new jobs.

Six arrangements were studied so that the replicability of the ingredients for success could be tested. The six organizations of primary focus in each case were: Pima County Community Services Department (CSD), Ariz.; Susquehanna Region PIC, Inc., Md.; Chester County Partnership for Economic Development, Pa.; Northeast Florida PIC, Inc., Fla.; Greater Grand Rapids Area Economic Team (GGREAT), Mich.; and Seattle-King County Economic Development Council (EDC), Wash. The cases covered diverse regions of the country that included urban, suburban, and rural communities, contained different minority groups, and included different economic activities and conditions.

Job Placement and Job Creation Outcomes

The Private Industry Councils (PICs) in all six cases reported job placement and other performance outcomes that exceeded statewide standards, and that extended year-after-year. Each case also reported an impressive number of new jobs: 300 in Pima County in 1988; 875 in Susquehanna Region (over an unspecified period); 496 in Chester County in 1988; 875 in Grand Rapids in 1988; and 550 in one downtown development project alone in Seattle-King County. Standard reservations must

be made in using these data. As with most studies of job placement and job creation, the quality of the outcomes and the degree to which hard-to-employ people are genuinely served are difficult to assess definitively. Nevertheless, each case was judged to be successful in regard to these outcomes.

Organizational Structure

In each of the six cases, a single organization headed the inter-organizational efforts. In three cases (Pima County CSD, Susquehanna Region PIC, Inc., and Northeast Florida PIC, Inc.), the lead organization was a JTPA organization (a local training agency or the PIC). In the other three cases (Chester County Partnership, GGREAT, and the Seattle-King County EDC), the lead organization was an economic development agency. Of these six organizations, five were newly-formed during the past six years. However, contrary to expectations at the outset of the study, only two of the five new organizations had been created specifically to manage joint job training and economic development initiatives (the Susquehanna Region PIC, Inc. and the Chester County Partnership).

Other organizations that participated in the interorganizational arrangements typically included development agencies, training agencies or PICs, the chambers of commerce or "groups of 100" private citizens, and community colleges. The numbers of each type of organization depended on the size of the area served.

Formal Links. All six arrangements had contractual agreements among participating organizations, through which funds were paid for services. Five (all but GGREAT) used JTPA "15 percent" money to support economic development initiatives such as planning or marketing the region. Three cases used "first-source" hiring arrangements in which people who were JTPA-eligible would be given preference for newly-created entry-level jobs. The costs of these interorganizational arrangements were low--usually no more than two to three staff and about $150,000 per year (except for the large program in Seattle-King County).

Informal Links. However, in all six cases, informal networks were more important than the formal agreements, in making the arrangements

works. As hypothesized at the outset of the study, these informal networks often included community leaders and a rich exchange of information about new job needs, training plans, and economic development. As part of this informal network, membership on the boards of participating non-profit organizations overlapped.

The Role of Interorganizational Collaboration

No study can prove whether successful job placement and job creation outcomes are the result of collaboration among training and economic development organizations. However, this study examined the plausibility of the argument, and concluded that collaboration had a positive influence on outcomes--for three reasons. First, the interorganizational arrangements were formed before the observed outcomes. Second, the type of activities undertaken by the arrangements (such as marketing the region to prospective firms, assistance in winning contracts from the U.S. Government, packaging SBA loans to small businesses, and entrepreneur training) were logically linked to job creation. Finally, there were no other public sector activities that could readily explain the job training or job creation outcomes.

These interorganizational arrangements also had another important benefit. They strengthened the long-term capacity of communities to deal with economic development and training issues. Over time, the arrangements flexibly permit communities to plan policies and programs, to carry out a full range of economic development projects, and to secure state or federal funding support for local initiatives.

Conclusions and Implications

In six cases, interorganizational arrangements produced close coordination of job training and economic development activities. These activities were plausibly linked with exemplary job training and job creation outcomes. Although the six cases covered sites with varied demographic and economic characteristics, the cases did not cover areas suffering from chronic economic problems or with a large proportion of minority people. The findings, therefore, may not be applicable to such communities.

Future research studies should examine three issues. First, they should compare the results from coordination at the state level with the benefits of coordination at the local level. Second, studies should compare the effects of coordination based on a single project or program with those achieved through interorganizational arrangements. Third, research should also explore the origin of informal networks, focusing on how key individuals, local economic conditions, and political structures produce successful local collaboration.

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I. JOB TRAINING AND ECONOMIC DEVELOPMENT INITIATIVES: USEFUL COMPANIONS?

Federal programs in support of job training for unemployed and other disadvantaged workers have traditionally overlooked the importance of economic development strategies. The most recent annual report of the Job Training Partnership Act (JTPA) advisory committee (Working Capital, 1989) made no mention of economic development initiatives--despite making over two dozen recommendations for further action. None of the actions even suggested the possibility that economic development efforts might help job training efforts--or that job training might benefit from collaboration with economic development efforts.

Economic development concerns were also overlooked under JTPA's predecessor, the Comprehensive Employment and Training Act (CETA). CETA promoted the placement of participants in public jobs--typically in local government (U.S. General Accounting Office, 1982; and Betsey, Hollister, and Papageorgiou, 1985). CETA's resources were seldom combined with those of economic development programs.

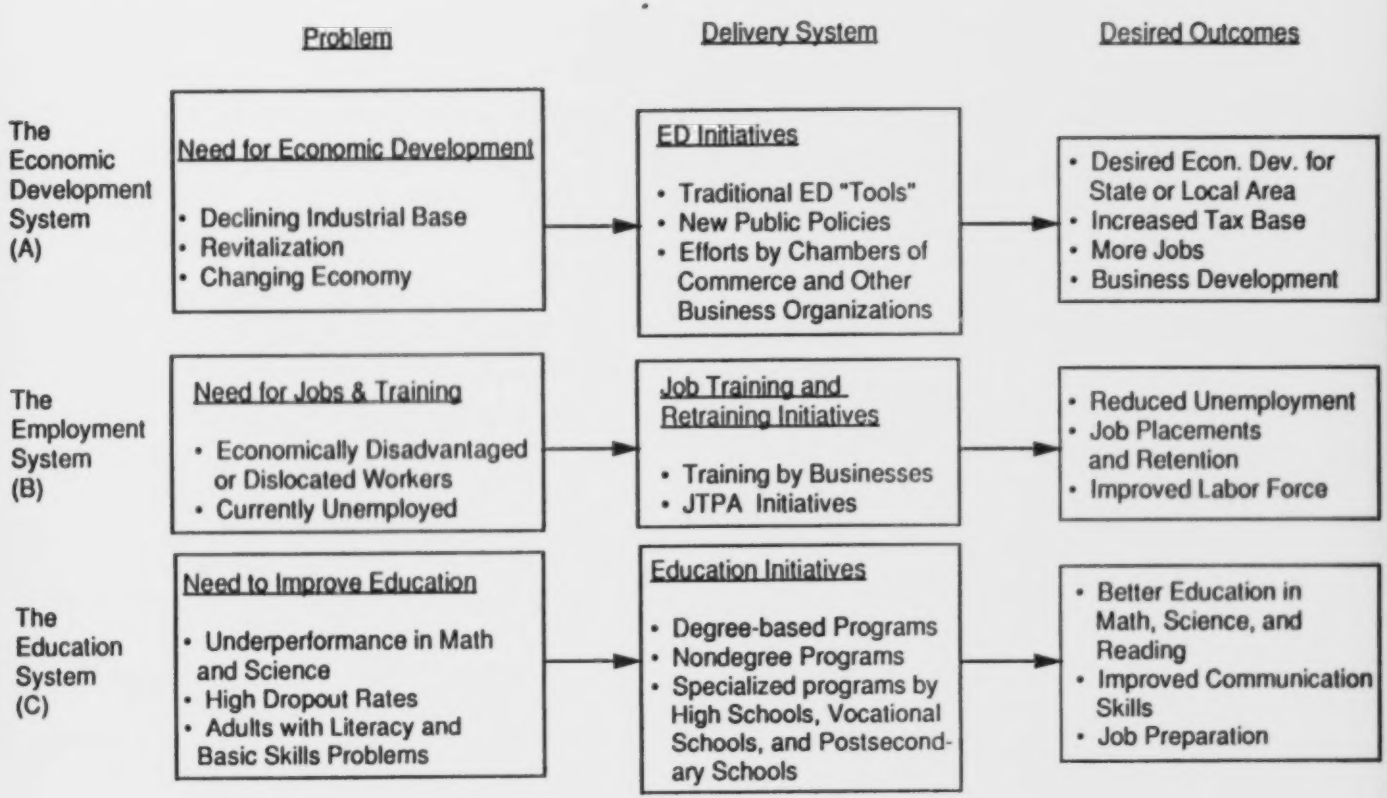
At the local level (city, county, suburb, or rural area), these oversights leave important questions unanswered:

- Would coordination of training programs with economic development initiatives aimed at producing new jobs (job creation) increase the success rate of job training programs; and
- More broadly, whether the coordination of three traditionally parallel delivery systems--an economic development system, an employment system, and an education system (see Figure 1)--would in fact lead more effectively to a trained, productive, and suitably employed workforce.

Positive answers to these questions would reinforce the growing reliance on public-private partnerships--a hallmark of the JTPA program and similar thrusts in community development programs (Fosler and Berger, 1982) and adult literacy (Alamprese, Schaff, and Brigham, 1987). Thus,

Figure 1

THREE TRADITIONALLY PARALLEL SYSTEMS


Problem
Delivery System
Desired Outcomes
The Economic Development System (A)
Need for Economic Development
• Declining Industrial Base
• Revitalization
• Changing Economy
ED Initiatives
• Traditional ED "Tools"
• New Public Policies
• Efforts by Chambers of Commerce and Other Business Organizations
• Desired Econ. Dev. for State or Local Area
• Increased Tax Base
• More Jobs
• Business Development
The Employment System (B)
Need for Jobs & Training
• Economically Disadvantaged or Dislocated Workers
• Currently Unemployed
Job Training and Retraining Initiatives
• Training by Businesses
• JTPA Initiatives
• Reduced Unemployment
• Job Placements and Retention
• Improved Labor Force
The Education System (C)
Need to Improve Education
• Underperformance in Math and Science
• High Dropout Rates
• Adults with Literacy and Basic Skills Problems
Education Initiatives
• Degree-based Programs
• Nondegree Programs
• Specialized programs by High Schools, Vocational Schools, and Postsecondary Schools
• Better Education in Math, Science, and Reading
• Improved Communication Skills
• Job Preparation

the arguments in favor of and in opposition to coordination deserve to be examined more closely.

The Perceived Advantages and Disadvantages of Linking Job Training with Job Creation Initiatives

Perceived Advantages. Proponents argue that linking job training with job creation initiatives offers several benefits.

For the job training participant (for this report, meaning a disadvantaged, hard-to-employ person), the perceived benefit is access to jobs in growing industries and growing occupations--so that successful job placements are likely to endure. Job training programs will, therefore, also enjoy higher rates of success. For employers of new or expanding firms, the perceived benefit is the increased availability of trained workers--thereby making recruitment easier. Under these circumstances, job creation programs also will enjoy higher rates of success.

These mutual benefits are considered especially important because of the crucial role of human capital in our current economy. In the past, economic development programs concentrated on encouraging investments in plants and equipment. Today, successful initiatives must find people for jobs, and not merely create jobs for people (National Alliance of Business, 1987a). A trained and productive workforce is important to a community's economic success. Thus, many employers acknowledge that training assistance is the most important factor to consider when expanding their businesses.

Perceived Disadvantages. Opponents argue that linking job training and job creation initiatives does not make sense. This is because of the conflicting objectives of these initiatives--making it difficult for either to benefit from collaboration. Thus, job training is intended to help disadvantaged, hard-to-employ persons to find entry-level jobs, while job creation programs create jobs that often require higher-level skills (Levitan and Gallo, 1988).

Following this negative perception, operators of job training programs will fear that resources invested in job creation efforts will benefit people other than the disadvantaged. Similarly, those responsible for job creation programs will fear that collaboration with job training efforts will frighten away prospective employers--because they

will not want to be confronted with less desirable and unproductive workers, and reduce their profitability.

The perceived disadvantages also include institutional barriers to coordination. Job training and economic development programs and agencies often depend on performance measures that create difficulties in complying with the eligibility and procedural requirements of another program or agency. Sharing credit for placements or new jobs may not be easy, either.

Purpose of the Present Study

This debate can not be resolved. Coordination may be beneficial under certain circumstances but not others--depending upon the economic conditions prevailing in a community, the needs of the local population, the structure of local agencies, and the personalities of the leaders involved. Nevertheless, studies of successful linkages between job training and economic development may demonstrate ways of using these joint resources more effectively.

The purpose of this study was, therefore, to produce new information regarding these linkages. The study identifies successful job creation practices with two characteristics:

1. Assistance to small businesses (of importance to the U.S. Employment and Training Administration in sponsoring this study--also see Armington and Odle, 1982; Birch and MacCracken, 1982; "Small Business Dynamics," 1983; and U.S. Small Business Administration, 1985); and

2. Benefits to JTPA-eligible participants or other low-income and hard-to-employ workers.

The study assesses what worked, why, and the lessons learned from case studies of successful linking in six communities across the country. Based on these cases, the study draws conclusions regarding the commonalities of the successful experience.

The next section of this report describes the framework for the study and the procedures for selecting the six case studies.

II. HOW CASES WERE SELECTED

Varieties of Collaborative Efforts

Collaboration between job training and economic development occurs in at least three ways: through individual projects, through broader programs, or through formal arrangements among two or more organizations. Understanding these differences serves as an introduction to this study and the rationale for selecting its case studies.

Projects. At the basic level is the single practice or project. An employer may operate retraining classes to match displaced workers with new jobs. A community college may offer a class for people thinking of starting a new business. Or, a management consultant can customize a job training class for an employer that has relocated. These are all examples of collaborative job training and economic development efforts. Many other examples have been cited by studies such as those by Cook (1987), which described nine successful projects for displaced workers, and by such organizations as the National Alliance of Business (1984):

- Using skills training as an incentive for a specific employer;
- Gaining hiring and training commitments from private developers in exchange for public subsidies; and
- Encouraging economic development initiatives that directly involve the unemployed and hard-to-employ.

However, projects may be isolated events, occurring only once in the life-cycle of a firm or during a single semester at a community college. Projects may not be, therefore, either part of a broader set of activities or repeated regularly.

Programs. In contrast, programs consist of multiple projects or events, occurring as part of a broader plan. The broader plan can be the product of a single organization or new legislative mandate. Examples of programs abound. Community colleges, for instance, have invested increasingly in (Burger, 1988; and Mihelich, 1988):

- Customized job training programs;
- Other training aimed at economic development objectives;
- Entrepreneurship "centers;" and
- Business assistance services and incubator buildings for startup businesses.

Similarly, state and local governments have created many multiple-year programs (National Alliance of Business, 1987b):

- A new job training program in the state of Iowa;
- The use of training resources to encourage job creation in northeast Indiana;
- Michigan's upgrade program that prevents job loss by training to upgrade the skills of employees in a firm; and
- Arizona's dislocated worker program, providing training to dislocated workers.

These programmatic efforts are more sustained than single projects or events.

Interorganizational Arrangements. There is a third level of joint efforts linking job training and economic development. At this level, the joint efforts are not carried out by a single organization, nor are they part of a single program. Instead, collaboration results from interorganizational arrangements. Some of these arrangements are based on formal agreements (e.g., contracts) among two or more organizations. Other arrangements result from the creation of a partnership among organizations or of an "umbrella" organization--one whose board consists of organizations, and not just individuals. These latter arrangements, therefore, frequently involve the creation of new organizations such as new regional partnerships or nonprofit organizations. Whichever the type of arrangement, the participating organizations may pool their resources and may create comprehensive, integrated efforts.

Just as a programmatic activity (second level) includes individual events (base level), interorganizational arrangements can include both multiple programs and a wide array of single projects. Under these circumstances, the participating organizations hope that the joint efforts will be more enduring and that overall success will not be limited to the outcomes of any single organization, program, or project.

Figure 2 illustrates these three levels: project, program, and interorganizational arrangements.

Definition of Innovative Collaborative Efforts

This study considered the third level of interorganizational arrangements as the primary qualification for defining an innovative collaborative effort between job training and economic development. To be regarded as exemplary, an arrangement had to demonstrate sustained success creating jobs, operating job training programs, and placing hard-to-employ and disadvantaged persons in jobs.

Interorganizational arrangements were the focus for several reasons. First, the focus includes programs and projects. Second, programs and projects, independent of any interorganizational arrangement, have already been widely studied. Interorganizational arrangements, by contrast, have been seldom studied--even though such arrangements can be more comprehensive and bring more resources to bear than projects, programs, or single organizations.

Third, interorganizational arrangements have been successful in related fields, such as cooperative ventures between school systems and corporations (Purcell, Alden, and Nagle, 1981; and Levine and Trachtman, 1988). Successful collaborative efforts have aimed at improving math and science education, reducing dropouts among disadvantaged racial and minority populations, and smoothing the transition from school to work. The efforts have included (Graves, 1983; and Bailey, 1988a):

- The Boston Compact, initiated in 1982 to encourage local students through commitments from employers and universities to increase recruitment of successful graduates (McMullan et al., 1987);

Figure 2

LEVELS OF COORDINATION BETWEEN JOB TRAINING AND ECONOMIC DEVELOPMENT INITIATIVES

Level	Type of Effort	Illustrative Examples
"Event" Level	Practice or Project	Employer retrains displaced workers to match newly emerging job opportunities
		Community College offers class for prospective small business entrepreneurs
		Consultants organize a single customized job training class
Organizational Level	Organization or Program (can include multiple projects)	Community College develops multiple-year program, involving a broad array of customized job training opportunities
		State agency sponsors training program for dislocated workers in various locales
Interorganizational Level	Multi-organization Arrangement (can include multiple programs or organizations)	Consortium of public and private agencies works on a series of job training and economic development initiatives
		Single organization acts to coordinate job training and economic development activities of several other organizations

- The Institute of Computer Technology in Silicon Valley, in which corporations provide equipment, tutors, and jobs for students in a local school district (Kramer-Siri, 1984);

- The Philadelphia Renaissance in Science and Mathematics, in which the school district and corporate sponsors support activities to stimulate minority participation in science and math education (Yin et al., 1988);

- The Urban Mathematics Collaboratives, started by The Ford Foundation to stimulate collaboration among schools, businesses, and universities dealing with math education in 11 inner-cities; and

- A variety of other arrangements, involving large businesses such as Tenneco and Primerica (McMullan and Snyder, 1987), or state agencies such as California's Regional Occupational Centers and Programs (Smith and Langlin, 1983).

Thus, the goal of this study was to collect information on successful interorganizational arrangements--including their individual programs and projects--with the lessons learned having potential use for other sites wishing to consider similar initiatives.

Case Study Selection

Selection Criteria. Three criteria were used to identify and select the potential arrangements to be studied. First, arrangements had to show evidence of linking job training with economic development efforts, producing sustained, positive outcomes, including: 1) job creation that could be documented; 2) successful assistance to small businesses; and 3) placement of hard-to-employ, disadvantaged persons in jobs. These persons could have been--but did not have to be--participants in the JTPA program. Thus, participation by a Private Industry Council (PIC) or the use of JTPA funds was important but not essential, even though this study was sponsored by the Employment and Training Administration (ETA) of the U.S. Department of Labor. (ETA officials agreed to include non-JTPA sites to increase the possibility of uncovering innovative, exemplary arrangements.)

Second, an arrangement had to include collaborative activity by two or more service providers, in which either: 1) several organizations collaborated; or 2) a single organization coordinated the activities of others. This assured the study's focus on interorganizational arrangements and excluded efforts by single service providers acting alone.

Third, arrangements were selected to cover, if possible, several distributional criteria. As a group, the arrangements were to reflect: 1) different regions and regional economies, 2) urban-suburban-rural settings, and 3) different racial and ethnic mixes of populations.

Number of Cases to be Studied. Because the unit of analysis was the interorganizational arrangement, and because these are complex units, sampling logic was discarded in favor of replication logic. Typically, sampling logic requires some minimal number of sampling units relative to the size of a universe, to assure that the sample represents that universe. This procedure produces two requirements. First, the universe must be operationally definable, but no such universe of interorganizational arrangements is known at this time. Second, the purpose must be to represent the universe--an objective in conflict with this study's aim of identifying innovative and exemplary arrangements. Thus, sampling logic was inappropriate to the study objectives.

Replication logic is based on *a priori* notions about how successful interorganizational arrangements work, and seeks at least two examples of such arrangements. If both arrangements work as predicted, replication of the theoretical notions is demonstrated--much as one experiment may replicate another's results. Additional replications--a third or fourth example--reinforce the results but are not necessary, depending upon the complexity of the findings being replicated (Yin, 1989). Such replication logic was therefore more appropriate to the study objectives.

Using replication logic, six arrangements were selected for study, permitting two variations within which replications could be sought. First, three cases would have a JTPA-operating organization--either a Private Industry Council (PIC) or a local employment training agency--serving as the center of the interorganizational arrangement. Second,

three cases would have the JTPA organization playing a peripheral or no role. This design assured that within either variation, multiple replications would be possible. The results of the study could, in theory, be applied to two different interorganizational patterns.

Case Selection Process

Potential cases were screened in two stages. First, local organizations representing potential arrangements were nominated; second, the project team contacted these nominated organizations to determine their characteristics and success. These two steps are described in greater detail next.

Nominations. The project team contacted experts and reviewed previous studies for potential nominations. The sources included:

- ETA officials from Washington, D.C. and the ten Regional Offices;
- Job training and local economic development experts and consultants;
- University faculty studying this and related topics; and
- Recently published reports and studies.

These sources produced 62 nominations.

Screening. The project team obtained detailed information from 47 of these (the remaining nominations could not be contacted or failed to provide sufficient information for further consideration). This information was based on an extensive telephone discussion with a key official from each nominated organization, as well as the mailing of documents and reports by the organization to the project team. Table 1 lists the 47 screened nominations, dividing these nominations into those that were considered within--and those outside--the scope of further interest to this study.

Nominations Within the Scope of Further Interest

Of the screened nominations that were of further interest, 22 were arrangements that: 1) demonstrated the relevant range of programmatic

Table 1

ORGANIZATIONS SCREENED BY PROJECT TEAM

Category	Name of Organization Contacted	Location/Belt	Type of Area
I. WITHIN SCOPE OF FURTHER INTEREST:			
• Participation by Local Economic Development Agencies	Chester County Office of Employment and Training*	West Chester, Pa./Rustbelt	Rural-Suburban
	City of Grand Rapids Development Office*	Grand Rapids, Mich./Rustbelt	Urban-Suburban
	Columbus, Indiana Economic Development Board	Columbus, Ind./Rustbelt	Rural
	Corpus Christi Area Economic Development Corporation	Corpus Christi, Tex./Sunbelt	Urban
	Department of Community and Senior Citizens Services	Los Angeles, Cal./Sunbelt	Suburban
	Department of Economic Development	Tacoma, Wash./Mixed	Urban
	Office of Economic and Strategic Development	Merced, Cal./Sunbelt	Rural
• Participation by Private Industry Councils or JTPA Organizations	Northeast Florida Private Industry Council, Inc.*	Jacksonville, Fla./Sunbelt	Rural-Mixed
	Pima County Community Services Department*	Tucson, Ariz./Sunbelt	Urban-Rural-Suburban
	Portland Private Industry Council	Portland, Ore./Mixed	Urban
	Private Industry Council of Snohomish County	Everett, Wash./Mixed	Rural-Suburban
	South Coastal Private Industry Council	North Quincy, Mass./Snowbelt	Suburban
	Susquehanna Region Private Industry Council, Inc.*	Havre de Grace, Md./Mixed	Rural-Suburban
	Western Missouri Private Industry Council	Sedalia, Mo./Mixed	Rural
	Yuma Private Industry Council	Yuma, Ariz./Sunbelt	Urban-Towns
• Participation by Other Self-Standing Organizations	Cascade Business Center Corporation	Portland, Ore./Mixed	Urban
	Daytona Beach Community College	Daytona Beach, Fla./Sunbelt	Urban-Rural
	Greater Waterbury Chamber of Commerce	Waterbury, Conn./Snowbelt	Towns
	Job Opportunities in Nevada	Reno, Nev./Sunbelt	Rural-Urban
	Monadnock Training Council	Milford, N.H./Snowbelt	Mixed
	Nevada Business Services	Las Vegas, Nev./Sunbelt	Urban
	Seattle-King County Economic Development Council*	Seattle, Wash./Mixed	Urban-Suburban

* Selected for Case Study

(Continued on next page)

Table 1, (Continued)

Category	Name of Organization Contacted	Location/Belt	Type of Area
II. OUTSIDE SCOPE OF FURTHER INTEREST:			
• Sites with Insufficient Information about Economic Development Activities	Cambridge Instruments, Inc.	Buffalo, N.Y./Snowbelt	Urban
	Community College of Rhode Island	Lincoln, R.I./Snowbelt	Suburban
	Frost Incorporated	Grand Rapids, Mich./Rustbelt	Urban
	Hawaii Entrepreneurship Training and Development Institute	Honolulu, Hawaii/Sunbelt	Urban
	Indiana Vocational Technical College	Indianapolis, Ind./Rustbelt	Mixed
	Metropolitan Re-Employment Project	St. Louis, Mo./Rustbelt	Urban
	National Technological University	Ft. Collins, Colo./Snowbelt	Mixed
• Single Organizations Operating Both Training and Economic Development Activities	Coastal Enterprises, Inc.	Wiscasset, Me./Snowbelt	Rural
	Cooperative Home Care Associates	Bronx, N.Y./Snowbelt	Urban
	Esperanza Unida, Inc.	Milwaukee, Wisc./Snowbelt	Urban
	Focus Hope	Detroit, Mich./Rustbelt	Urban
	Women's Economic Development Corporation	St. Paul, Minn./Snowbelt	Urban-Suburban
• Training Institutions Operating Both Training and Economic Development Activities	The Business Development and Training Center at Great Valley	Malvern, Pa./Rustbelt	Rural
	Catonsville Community College	Baltimore, Md./Rustbelt	Urban-Suburban
	Highlander Economic Development Center	New Market, Tenn./Mixed	Rural
	Job Services of Florida	Perry, Fla./Sunbelt	Rural
	Luzerne County Community College	Nanticoke, Pa./Rustbelt	Urban-Suburban
	Massachusetts Career Development Institute	Springfield, Mass./Snowbelt	Suburban
	Niagara County Community College	Sanborn, N.Y./Snowbelt	Mostly Rural
	Pensacola Junior College	Pensacola, Fla./Sunbelt	Metropolitan-Rural
• State-Level Operations	Arizona Dept. of Economic Security	Phoenix, Ariz./Sunbelt	Mostly Rural
	Bluegrass State Skills Corporation	Frankfort, Ky./Mixed	Mixed
	Delaware Development Office	Dover, Del./Rustbelt	Urban-Rural
	State of Iowa Dept. of Economic Development	Des Moines, Iowa/Snowbelt	Urban-Rural
	North Carolina Department of Community Colleges	Raleigh, N.C./Sunbelt	Mixed

activities (job training and economic development), and 2) involved collaboration or partnership among two or more organizations.

Of these 22 nominees, the organization contacted during initial screening was not necessarily the organization central to the inter-organizational arrangement. These contacted organizations included local economic development agencies, service agencies, or PICs. The experiences reported by these contacted organizations were as follows.

Participation by Local Economic Development or Service Agencies. At seven sites, an economic development agency or other public service agency collaborated with other organizations in both job training and economic development activities. In some cases--as with the Corpus Christi (Tex.) Area Economic Development Corporation--the agency collaborated with both the local PIC and local educational institutions. In other cases--as with Merced's (Calif.) Office of Economic and Strategic Development--the agency helped small businesses and also collaborated with local educational institutions that trained disadvantaged Hispanic and Asian people.

Participation by Private Industry Councils. Eight nominees had JTPA organizations involved in linking job training and economic development. In some cases--as with the Western Missouri PIC (Sedalia, Mo.)--the PIC was the coordinating organization, with its members represented on three planning commissions and seventeen chambers of commerce in a 13-county area. As another example, the PIC of Snohomish County (Everett, Wash.) was the managing partner for an economic development council in which local institutions, including the community college, collaborated.

Participation by Other Self-Standing Organizations. At seven sites other types of organizations--besides economic development agencies, other service agencies, or PICs--were key members of the collaborative effort. In one case, the organization was the Greater Waterbury (Conn.) Chamber of Commerce. In another, the organization was a self-standing, non-profit organization--the Cascade Business Center Corporation (Portland, Ore.).

Nominations Outside the Scope of Further Interest

Insufficient Information about Economic Development. Seven screened nominations provided insufficient information regarding their economic development activities and were not further considered. Followup inquiries might have uncovered such activities, but the availability of more promising nominations made such followup contacts unnecessary.

Single Organizations. Thirteen nominations were defined outside the study's scope because they appeared to involve a single organization, not collaboration among two or more organizations. Many of these organizations readily displayed exemplary job training and economic development outcomes, but their organizational situation nevertheless left them outside the scope of study. (As will be suggested later, a study comparing these single organizational efforts with interorganizational arrangements could be a desirable followup to this study.)

Five of these organizations were self-standing organizations that operated both training and economic development activities, but did not appear to have formal relationships with other organizations in conducting these activities. Cooperative Home Care Associates (New York, N.Y.), for example, trained Black and Latino people in home care work and helped local home care firms to grow and create new jobs. Esperanza Unida, Inc. (Milwaukee, Wisc.) helped start new auto repair and sales businesses while training unemployed Hispanic persons; the firm also operated its own for-profit auto repair service. As another example, Coastal Enterprises, Inc. (Wiscasset, Me.) was a community-based organization that provided small business assistance and training for new entrepreneurs.

The other eight nominations in this category were training institutions that operated both training and economic development activities, but again without formal collaboration with other organizations. The training institutions included community colleges or independent training institutions that had initiated economic development activities, and examples included the Luzerne County Community College (Nanticoke, Pa.), whose Institute for Developmental Education Activities supported an advanced technology center--helping small businesses through an "incubator without walls." In another case, Niagara County

Community College (Sanborn, N.Y.) provided a broad range of services to small businesses, including a revolving loan fund and an incubator building.

State-Level Operations. In the five remaining cases, a state agency or network was the key organization, but these nominees were defined outside the scope of further interest because this study focused on local economic development and job training arrangements. Moreover, some of these networks covered entire states. For example, a statewide community college system (the North Carolina Department of Community Colleges) mandated that each college create a small business center and an incubator space for new firms. As another example, a state development office (the Delaware Development Office) issued industrial revenue bonds and provided small business assistance and export trade assistance to firms. This activity successfully resulted in the creation of numerous new jobs throughout the state and the formation of hundreds of new businesses.

Final Selection of Cases

The final selection of cases came from this pool of 22 nominations. The six cases were selected to achieve geographic, demographic, and local economic balance. In addition, the project team placed great weight on the availability of documentation of job creation and job placement outcomes. Using these final criteria, the following cases were selected:

Pima County Community Services Department (CSD)
(the JTPA operating agency)
Tucson, Ariz.

Susquehanna Region PIC, Inc.
(Harford and Cecil Counties)
Havre de Grace, Md.

Chester County Partnership for Economic
Development, Inc.
West Chester, Pa.

Northeast Florida PIC, Inc.
(five surrounding counties)
Jacksonville, Fla.

Greater Grand Rapids Economic Area Team (GGREAT)
Grand Rapids, Mich.

Seattle-King County Economic Development
Council (EDC)
Seattle, Wash.

Two Propositions about Interorganizational Arrangements

The replication design relies on specifying a priori hypotheses or propositions about the structure of interorganizational arrangements and why they might collaborate successfully. These hypotheses then provide the basis for developing data collection protocols and ultimately developing conclusions about what works, why, and the lessons learned.

The literature on the operation of interorganizational arrangements is sparse (Yin and Gwaltney, 1981). Few comprehensive theories explain why arrangements work, and none have been empirically tested. Instead, previous research has offered individual propositions regarding the conditions leading to successful collaboration, such as:

1. Organizations successfully collaborate because they benefit through mutual exchanges (Levine and White, 1961; Van de Ven, 1976; and Goodlad, 1975);

2. Organizations collaborate because they are able to increase their access to external funds or control (Benson, 1975);

3. Organizations collaborate because they are mandated to do so by statute or regulation; and

4. Organizations collaborate because they have conflicting goals, and the collaboration allows the organizations to mediate their conflicts in a socially approved manner (e.g., Litwak and Hylton, 1962; Peterson, no date; and Hall et al., 1978).

However, these individual propositions were at too operational a level for this study. More relevant were some global propositions that could provide broader policy guidance if corroborated or rejected. Thus, two such global propositions were developed from the existing experiences

with interorganizational arrangements in the related field of school system and corporations.

The first proposition was that a single coordinating organization would be found at the hub of an interorganizational arrangement, and that this organization would have been newly formed specifically to combine job training and economic development. A quick glance at the arrangements cited earlier on school systems and corporations (see p.7) reveals that most of those organizations were newly-created--generally a result of external funds from some foundation or other public or corporate source. In some efforts, the central organization was even a task force created for some time-limited period, such as the local task forces implementing Project Literacy U.S. (Alamprese, Schaff, and Brigham, 1987).

A frequent reason for creating such new organizations is that existing ones all have conflicting self-interests, and that only a new organization can focus directly on the collaborative objective. Conversely, the creation of a new organization requires resources and leadership that are often difficult to find. For job training and economic development, this first proposition would therefore point to the key policy consideration of whether resources for forming new organizations would be an essential part of the entire effort.

A second proposition also derived from these related experiences with school systems and corporation. In most cases of effective collaboration, the arrangements do not rely solely on formal agreements among participating organizations. Rather, the arrangements work because of informal networks among key individuals--usually the leaders of these organizations. The informal networks are collegially-based (people often having studied together or grown up in the same community) but are reinforced by such conditions as overlapping board memberships. Board meetings and interactions then become further opportunities for informal communication among these individuals.

If this second proposition were true, policy interventions for coordinating job training and economic development might be limited to those situations in which rich informal networks were already in place. This condition would also therefore be a major constraint on successful collaboration.

III. Job Training and Job Creation Outcomes in Six Cases

Replication Design of Study

Replication design can demonstrate both "direct" and "systematic" replications (Yin, 1989). Direct replication occurs when similar phenomena lead to similar outcomes in two or more cases; the more frequently this pattern is observed--in other words, the more replications--the more confidence can be placed in the findings. The most desired pattern of results for this study was therefore if job training and job creation were successfully linked in all six cases, and if similar organizational structures and functions accounted for these outcomes in all cases.

Systematic replication occurs when similar phenomena lead to similar outcomes in two or more cases, but the cases have been purposely selected to have systematic differences as well--as in differences in community settings. When this occurs, the direct replications have greater generalizability, because they can be claimed to apply across these varying characteristics. Because the six cases in this study had been selected to vary according to geographic, demographic, and socio-economic conditions, the "best" outcome would be if all cases replicated the same patterns of results.

The first analytic concern was, therefore, to examine the outcomes in the six cases. What was the evidence of job training and job creation outcomes in these cases? Were the outcomes exemplary? This section answers these questions. Section IV of this report then covers the next sequence of questions--did the cases display similar interorganizational arrangements? Can the results be generalized to a variety of communities? Finally, Section V analyzes the last analytic question--were the arrangements responsible for producing the outcomes?

Job Training Outcomes

Results Reported. The PICs in all of the cases reported job placement and other performance outcomes that exceeded statewide standards, and the PICs received bonuses for this performance. Further, the

six PICs all reported exemplary outcomes for an extended, multiple-year period of time--usually from the first year of the PIC's operations to the latest reporting year.

Figure 3 summarizes the data compiled for each PIC (the individual case studies report the actual performance data). Aside from standard #6 (the youth positive termination rate), the six cases produced impressive cumulative records: all standards were attained in all years, except for four instances in which a single standard was not met in a single year (Northeast Florida PIC = #5, 1986; GGREAT = #5, 1984 and 1986; and Seattle-King County EDC = #5, 1986).

Reservations about Results. Judged by these standards, job training outcomes in these cases were exemplary. However, the data suffer from the same limitations as other investigations of job training. The U.S. General Accounting Office (GAO), for instance, has questioned how long JTPA job placements have lasted (U.S. General Accounting Office, 1988)--noting that, in the early years, JTPA placements were recorded regardless of how long someone stayed on the job. GAO recommended, and JTPA later adopted, a practice of counting placements only if jobs were held for at least three months. Even after this change, however, the performance standards do not reflect the quality of the placements.

More recently, GAO has questioned whether JTPA targets services to those most in need (U.S. General Accounting Office, 1989), claiming that JTPA participants in 1985 had the same "job readiness profile" as the U.S. population at large. GAO concluded that the program was failing to reach the most disadvantaged or severely unemployed. (However, GAO's study excluded one set of sites--those with fewer than 100 terminees per year--which may have affected these conclusions). Again, the performance standards do not reflect this facet of program quality.

Finally, two critics of the JTPA program (Levitan and Gallo, 1988) have pointed to the over-reliance on performance standards and the lack of other evaluative information as weaknesses in the JTPA program. Further, standards may vary because states can use national standards directly, make their own adjustments to these standards, or use the U.S. Department of Labor's methodology for adjustments.

Figure 3

YEARS IN WHICH EACH PIC EXCEEDED PERFORMANCE STANDARDS, BY INDIVIDUAL STANDARD

Performance Standard	Name of JTPA Agency (Maximum Years Reported)					
	Pima County CSD (1985-1987)	Susquehanna Region PIC, Inc. (1983-1986)	Chester County PIC (1983-1986)	Northeast Florida PIC, Inc. (1984-1987)	Grand Rapids PIC (1984-1987)	Seattle-King County PIC (1983-1987)
1. Adult Entered Employment Rate	1985-87	1983-86	1983-86	1984-87	1984-87	1983-87
2. Adult Cost per Entered Employment	1985-87	1983-86	1983-86	1984-87	1984-87	1983-87
3. Adult Welfare Entered Employment Rate	1985-87	1983-86	1983-86	1984-87	n. a.	1983-87
4. Adult Average Wage at Placement	1985-87	1983-86	1983-86	1984-87	1984-87	1983-87
5. Youth Entered Employment Rate	1985-87	1983-86	1983-86	1984-85, 1987	1985, 1987	1983-85, 1987
6. Youth Cost per Entered Employment	n. a.	n. a.	n. a.	1984	1987	1986-87
7. Youth Positive Termination Rate	1985-87	1983-86	1983-86	1984-87	1985-87	1983-87
8. Youth Cost per Positive Termination	1985-87	1983-86	1983-86	1984-87	1986-87	1983-87

n. a. = not available

These claimed deficiencies create problems in interpreting the performance data in any study, including the six case studies. Nevertheless, the data are the only documentable job training outcomes for JTPA participants. Further, the standards provide comparable data for all of the cases. However, to avoid relying only on the performance data, the study team investigated alternative information--collecting evidence in one case (Northeast Florida PIC), for instance, indicating that participants' average income was below nearly all of the other SDAs in the state, and therefore suggesting that the PIC's success was not the result of "creaming."

Overall, despite the criticisms in using the performance data, the six cases were judged to be successful in producing job training outcomes. Most used many different service operators (training agencies)--one case used over 17 operators in the same year; another collaborated successfully with the state's human services agency, a distinction recognized by the National Alliance of Business (1987a).

Job Creation Outcomes

Reported Results. Each case had an organization that estimated the number of jobs created during each year, based on reports from individual employers. These measures were used to assess job creation success, even though they did not distinguish between new jobs that were for JTPA-eligible persons from those that were not. For JTPA-eligible jobs, the study team additionally collected evidence through vignettes of individual firms (these vignettes are found in the individual case studies). Figure 4 summarizes the information from both sources (as with Figure 3, it is a summary only, as individual outcomes are described in detail in the case studies).

The results show impressive numbers of new jobs created, on an annual basis, including:

- 300 new jobs in the Pima CSD case;
- 875 over an unspecified period of time in the Susquehanna Region PIC case;

Figure 4

JOB CREATION OUTCOMES IN EACH CASE

Source of Information	Case 1 Pima County Community Services Dept.	Case 2 Susquehanna Region PIC, Inc.	Case 3 Chester County Partnership for ED, Inc.	Case 4 Northeast Florida PIC, Inc.	Case 5 Greater Grand Rapids Economic Area Team	Case 6 Seattle-King County EDC
Summary Reports	About 300 new jobs created as a result of business starts, expansions, or relocations in 1988.	Start or expansion of five businesses led to about 875 new jobs (no time period given).	1200 firms contacted and 496 new jobs created in PIC program year 1988.	About 1,775 new jobs created in four of five counties, during 1986-1987.	19 new business start-ups with 48 new jobs created in 1988. 600 new jobs reported in 1989, with an additional firm to employ 1000 more persons over three-year period.	Economic Development Council working with 91 active cases; 2,500 jobs saved; 3,000 JTPA-eligible clients assisted; 56 firms helped to start up, expand, or relocate.
Vignettes[a]	110 of 268 persons placed after Hughes Aircraft layoff in 1988. (#1) Eight persons hired by foundry expanding with ED assistance (TLDC loans). (#2) From 1986-1988, relocated manufacturing firm has received training assistance and hired about 150 persons. (#3)	Tractor-trailer school provides JTPA-sponsored training with immediate job placement. (#5)	Four incubator projects have led to creation of 77 jobs. (#2) Women-owned firms increased by 33% over two decades (number of new jobs not known). (#4) 81 OJT trainees became employed by architectural firm over three-year period. (#8)	129 JTPA clients hired by one employer, after receiving ED assistance. (#4)	28 persons graduate from entrepreneur training program for dislocated workers in 1988. (#2) New firm created to give unemployable a chance to work. (#3)	Downtown development creates 550 new jobs. (#1)

[a] Number in parentheses, after each vignette, refers to vignette number in each case study.

- Nearly 500 new jobs in the Chester County Partnership case;
- Over 1,700 new jobs in the Northeast Florida PIC case;
- 875 new jobs in the GGREAT case; and
- 550 new jobs in a downtown development project alone in the Seattle-King EDC case.

The vignettes contained multiple instances in which job creation occurred for persons who either were JTPA participants or were otherwise unemployed or displaced workers.

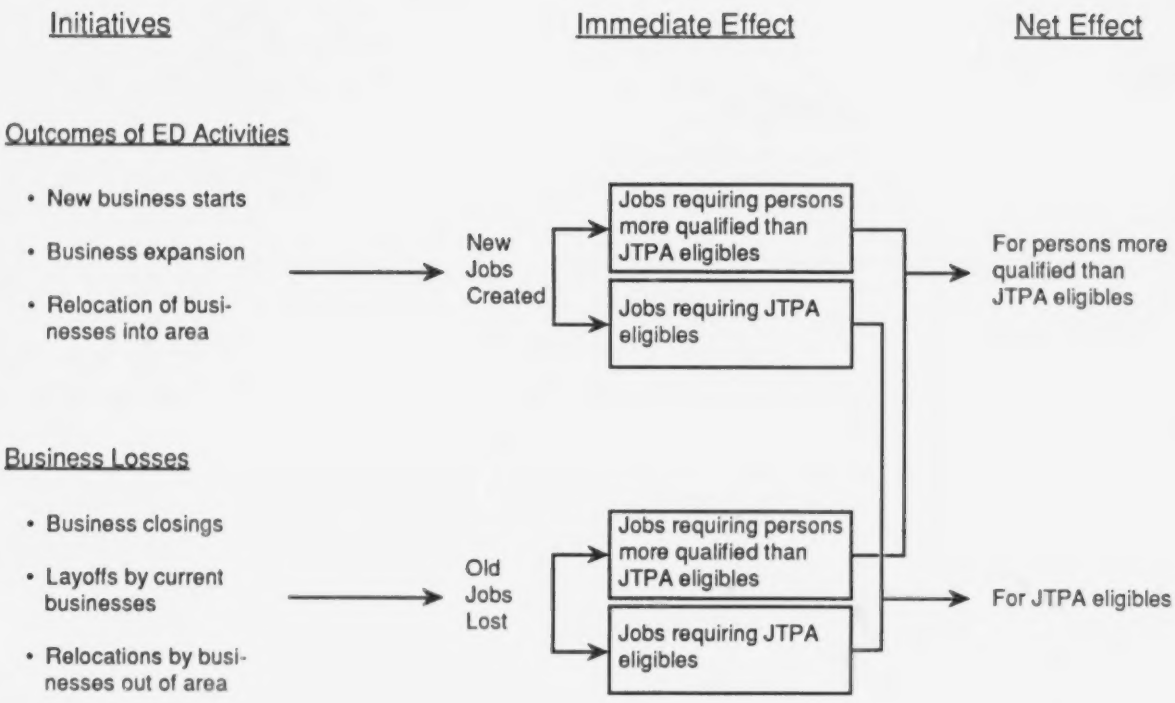
Reservations about Results. Job creation outcomes also are difficult to assess in any study. In the six case studies, for instance, the information on jobs created was self-reported. More definitive data might have been collected through an independent survey of the firms in contact with the interorganizational arrangement. However, such a survey would be difficult if not impossible to administer. First, firms would have to be contacted, and their response rate in such situations has usually been low. Second, some jobs are transient, and the turnover among firms, especially small businesses, is high. Third, such surveys are expensive, time-consuming, and technically difficult to implement in many other ways.

At the same time, the information in each case could have been more complete, permitting a better understanding of the net job creation effects. Thus, the data on new jobs created could have been tempered by information on old jobs lost (see Figure 5). For instance, recent job creation studies have tracked jobs created and lost by using state unemployment insurance records that measure employment covered by each business (Buss and Popovich, 1987; and Popovich and Buss, 1989). In the six cases, job-loss information was only available regarding major employers--for example Hughes Aircraft (Pima CSD case), Lukens Steel (Chester County Partnership), and Boeing Aircraft (Seattle-King EDC)--where layoffs or moves out were highly publicized.

It also proved impossible to distinguish the net increase in JTPA-eligible jobs (those demanding entry-level skills) and non-JTPA-eligible jobs (those demanding higher skill levels). This limitation also

Figure 5

FACTORS REQUIRED TO CALCULATE
NET JOB CREATION EFFECTS


Initiatives
Immediate Effect
Net Effect
Outcomes of ED Activities
• New business starts
• Business expansion
• Relocation of businesses into area
New Jobs Created
Jobs requiring persons more qualified than JTPA eligibles
Jobs requiring JTPA eligibles
For persons more qualified than JTPA eligibles
Business Losses
• Business closings
• Layoffs by current businesses
• Relocations by businesses out of area
Old Jobs Lost
Jobs requiring persons more qualified than JTPA eligibles
Jobs requiring JTPA eligibles
For JTPA eligibles

pertains to most research. Therefore, even in cases of net job creation, the new jobs may demand persons more qualified than JTPA eligibles, and the jobs lost may have been for JTPA eligibles. Despite job growth, such an economy would offer shrinking prospects for JTPA participants. Conversely, job markets declining overall could still be producing net new jobs for JTPA-eligible persons.

Conclusion. All six cases reported that many new jobs were created--both in gross numbers and for JTPA-eligible persons as captured by individual vignettes. This evidence was judged as reflecting exemplary job-creation outcomes. The low unemployment rates in all of the cases (see Section IV) also suggest that job markets were favorable. Although the type of evidence collected in the case studies creates complicated problems of arriving at definitive interpretations, such problems were not different for this study than for other similar research. Thus, the evidence was accepted on its surface merit.

Summary

Exemplary job training and job creation outcomes were reported in all six cases. As a group, therefore, the cases fulfilled the desired replication pattern with regard to their outcomes. The interorganizational arrangements in each case, and the extent of generalizability of success to different types of communities, are the topics of the next section.

IV. Organizational Structures and Community Characteristics in the Six Cases

This section investigates the nature of the organizational structures used to coordinate job training and economic development efforts in the six cases. If all cases had similar structures, they would again produce the desired replication pattern, which also serves as a basis for recommending the use of such structures in new sites.

This section also investigates variations in the community characteristics of the cases. The more extensive this variation, the more applicable the models would be to other communities.

Institutional Arrangements

Central Organization. Figure 6 identifies the central organization in each case and the other characteristics of the institutional arrangement. The figure shows that:

- A single organization was the center of each arrangement and coordinated both economic development and job training activities;
- In three of the cases (Pima County CSD, Susquehanna Regional PIC, and Northeast Florida PIC), this central organization was a JTPA organization (a local agency or a PIC); and
- In the other three cases (Chester County Partnership, GGREAT, and Seattle-King County EDC), the organization was an economic development agency.

Figure 6 also shows that most of the central organizations had been started in the mid-1980s, and the arrangements included a variety of other agencies.

Identifying the central organizations permitted the testing of this study's first proposition: that interorganizational arrangements would call for the formation of new organizations, specifically to coordinate job training and economic development efforts. In fact, Figure 6 shows that new organizations were created in five of the six cases (only Pima County CSD had a central organization that had been in

Figure 6

IDENTITY OF TARGET ORGANIZATIONS IN EACH CASE

	Case 1	Case 2	Case 3	Case 4	Case 5	Case 6
Organization(s) Central to the Arrangement	Pima County Community Services Department	Susquehanna Region PIC, Inc.	The Partnership for Economic Development of Chester County, Inc.	Northeast Florida PIC, Inc.	Greater Grand Rapids Economic Area Team (GGREAT)	Seattle-King County Economic Development Council
Start Date of Organization	Not a new organization	1983	1984	1984	1984	1985
Other Major Organizations in the Arrangement	Tucson Economic Development Corp. Tucson Local Development Corp.	Two Chambers of Commerce Two Departments of Economic Development	Seven major ED and Job Training agencies in county government (PIC is advisory to JT agency)	Chambers of Commerce and Committees of 100 in five counties	Grand Rapids Area Chamber of Commerce City of Grand Rapids Development Office GRAETC (Job Training Agency--PIC is advisory)	Seattle-King County PIC, Inc. Seattle Dept. of Community Development King Co. Dept of Planning and Community Development
Formal Arrangement(s) among the Organizations	• PIC contracts to two ED agencies for ED activities • ED agencies use first source agreements	• PIC contracts to Chamber of Commerce to do ED activities	• PIC contracts to Partnership to do ED activities • Partnership is umbrella organization; coordinates ED and JT activities of member agencies	• PIC contracts to Chamber of Commerce or Committee of 100 in each county to do ED activities • Extensive first source agreements in one county	• GGREAT contracts to Chamber of Commerce for ED activities • GGREAT contracts to other organizations for ED activities • First source agreements between ED and JT agencies, but does not include GGREAT	• PIC contracts to EDC for ED activities • PIC enters into formal partnerships with local ED agencies for special projects

place earlier than 1983). However, contrary to the hypothesis, the new organization had not necessarily been created solely to support joint activities; with the Northeast Florida PIC, GGREAT, and Seattle-King EDC cases, the new organization was started to run JTPA or economic development programs alone.

The other two cases did support this proposition. Susquehanna Region PIC is located in Harford and Cecil Counties, Maryland. Unlike most PICs, it was founded explicitly to combine job training and economic development. Moreover, it was also the first joint effort between two counties that had not previously collaborated (each county had been a member of a different prime sponsor under CETA). Its by-laws included performance-oriented incentives, for the organization and its staff. The PIC was the type of innovative organization the study team had expected to discover at all sites.

The other organization was an umbrella organization--or "partnership," located in Chester County (West Chester, Pa.). Its members were key agencies within the County. The Partnership was a nonprofit organization, receiving public and private contributions and coordinating job training and economic development activities in county government. The partnership included the employment and training agency administering the JTPA program (the PIC served in an advisory role only). This partnership reflected an alternative type of innovative organization that the study team had anticipated it might discover at most of the sites.

In addition to these six central organizations, the Pima CSD case was the site of an emerging partnership organization. Such a partnership had just been formed in 1989, and may eventually become responsible for joint job training and economic development activities. Nevertheless, the exemplary outcomes to date were associated with the operation of the Pima County CSD and the existing interorganizational arrangement.

In summary, a single organization was central to collaboration in each case. Although the organizations were newly created in five of the six cases, four were initially created either to run job training or economic development programs, and not necessarily to coordinate the

two efforts. The first proposition of this study was, therefore, rejected. An important policy implication is that new locales may undertake joint job training and economic development efforts without having to form new organizations. Further, the central organization can be part of the JTPA system or some other type of organization. Because existing organizations can serve the coordinating function, the costs of starting an interorganizational arrangement will be lower than if a new organization were required.

Other Core Organizations in the Formal Arrangement. Other organizations were also part of the interorganizational arrangement. Depending upon whether the central organization was itself a PIC or an economic development agency, these other organizations could include:

- An economic development agency (whether part of local government or not);
- A chamber of commerce or "committee of 100" (a group of private citizens concerned with economic development, sometimes affiliated with a chamber);
- A job training agency or PIC; or
- Individual local educational institutions, mostly community colleges, including consortia of such colleges.

The individual case studies contain illustrations of these participating organizations.

Further, where multiple jurisdictions were collaborating in the same case, two or more of each type of organization could have been involved. For instance, the Northeast Florida PIC case covered five counties, and therefore five chambers of commerce or their equivalents were part of the interorganizational arrangement.

These collaborating organizations were usually linked formally through contractual agreements to the central organization, or through a partnership arrangement. Figure 6 lists these formal links. The figure shows that:

- All six cases had contractual arrangements through which funds paid for services;
- Five of these (all but GGREAT) used PIC funds to support economic development activities under such contractual arrangements; and
- Three of the cases also used "first-source agreements," which are employment generating contracts. According to such agreements, one agency helps another to do economic development activities and create new jobs; in return, when new jobs become available, the second agency returns to the first and gives it the first opportunity to supply qualified applicants for the jobs. These first-source agreements have been common in operating the JTPA program, whereby the JTPA agency initially provides support for economic development and the economic development agency later requires assisted firms to consider JTPA participants as those first eligible for any entry-level jobs.

These core arrangements included the job training contracts between the JTPA agency and its service operators (in many cases, community colleges). The service operators had performance contracts from the PIC (or its action agency), and were part of a single program (JTPA) rather than of a joint effort. However, representatives of these organizations were often directors of other core organizations--thereby serving as part of an informal network (see Section V).

Overall, the institutional arrangements in the six cases did not vary enough to lead to different expectations regarding outcomes or operations. In this sense, the six cases reflected the desired replication pattern established by the case selection criteria. In other words, the presence of an interorganizational arrangement was associated with exemplary job training and job creation outcomes.

Organizational Costs. The study team did not try to assess precisely the costs of these arrangements. However, the additional staff and other resources required by the central organization were only small increments over the resources already required to operate existing programs--generally no more than two to three staff persons with a

budget of about $150,000. The Seattle-King County EDC case, was an exception, due to its large size. In this case, the EDC collected a membership fee of $.10 per capita per year from each of its 21 member jurisdictions--with a minimum of $300 and a maximum of $55,000. Overall, however, the interorganizational arrangements in the cases did not require major new outlays on top of funds already being spent on the job training or economic development programs themselves.

Community Characteristics

The six cases deliberately covered different geographic and economic settings, to increase the generalizability of the results to other communities. Figure 7 shows the variation among the six cases. Some of the key features were:

- Coverage of all major regions of the country;
- Coverage of sites with different minority groups--Black, Hispanic, and Asian;
- Diversity with regard to urban, suburban, and rural areas; and
- Different regional economies.

However, the cases did not vary as sharply as desired in at least three ways. First, no site had a dominant minority group; the percentage of minority populations did not exceed about 20 percent in any of the cases. Second, all cases appeared to be enjoying low rates of unemployment and prospering labor markets, even though the historic regional economies were different. Third, because the only large-city case also included the surrounding county and suburban areas, none of the cases reflected a large, inner-city urban area with major low-income and minority populations.

At the time of case selection, the study team was aware of these shortcomings (except for the low unemployment rates--which were only discovered after data collection began) and sought additional cases with the missing characteristics. However, no such cases could be

Figure 7

COMMUNITY CHARACTERISTICS OF SIX CASE STUDIES

	Case 1	Case 2	Case 3	Case 4	Case 5	Case 6
Geography and Population						
Location	Pima County, Arizona (Tucson)	Harford and Cecil Counties, Maryland (near Baltimore)	Chester County, Penn. (near Philadelphia)	Northeastern Florida (near Jacksonville)	Grand Rapids-Kent County, Michigan	Seattle-King County, Wash.
Population	700,000	235,000	350,000	300,000	485,000	1,200,000
Substantial Minority Group	Hispanic	None	None	Black	None	Asian
Type of Area	Urban-Suburban-Rural	Suburban-Rural	Suburban	Suburban-Rural	Urban-Suburban	Urban-Suburban
Type of Region	Sunbelt (West)	Mixed	Snowbelt-Rustbelt	Sunbelt (East)	Rustbelt	Mixed
Region of Country	Southwest	Mid-Atlantic	Mid-Atlantic	Southeast	Midwest	Northwest
Economy						
Unemployment	5.5% (1988)	4.3% (HC) 6.3% (CC) (1989)	2.8%	~5.9%	5.9% (1989)	4.5%
Illustrative Characteristics	Declining copper mining industry	Growing transportation services market, and bedroom suburb	Current business boom (but previous downturn in agriculture and steel)	Declining paper industry and growing tourism industry; rural area has no infrastructure	Fastest growing county in Michigan (continued shifting of displaced workers)	Diversifying beyond dependence on aerospace industry

found that also met the other case selection criteria. From a policy perspective, a potential limitation of the findings is therefore that interorganizational arrangements may not offer the same prospects for success in these other settings. For such settings, alternative strategies may be more important, but could not be investigated within the scope of this study.

V. Linking Outcomes with Arrangements: The Effects of Joint Efforts?

The preceding sections have shown that all six cases had exemplary job training and job creation outcomes, and that interorganizational arrangements were in place in all six. Further, the replication logic suggested how the findings were applicable to different types of locales, because the cases varied according to certain community characteristics. At the same time, the text offered little evidence showing whether (or how) the interorganizational arrangements were actually responsible for the outcomes.

The purpose of this section is therefore to posit and examine three claims:

- The arrangements were responsible for the outcomes;
- The arrangements also produced a long-term capability for a community, above and beyond the effects of individual projects and programs; and
- The strength of the arrangements rested on informal rather than formal ties.

Were the Arrangements Responsible for the Outcomes?

Attributing causal relationships for job training or job creation outcomes is a sticky art, practiced poorly by most. For job training, one logical research design might trace the training, placement, and later employment experiences of a group of JTPA participants, and compare these outcomes with those from a comparable group of non-JTPA participants. If the first group had more success than the second, the JTPA program could be judged as having produced the outcomes and could claim credit for success. Similar research designs could be developed to study job creation outcomes.

Unfortunately, such research designs are nearly impossible to implement. Real-life situations and labor market conditions are too complex for straightforward comparisons. Most research ends up being costly, time-consuming, and still likely to draw serious challenges.

These real-life and labor market conditions could not be surmounted by this study, either. In this sense, job training and job creation outcomes cannot be definitively attributed to any claimed set of initiatives, such as interorganizational arrangements.

However, a plausibility argument still needs to be undertaken: Were the conditions indicating the plausibility of a causal effect in place to begin with? If these conditions did not exist, there would be no need for further considering any relationship. For the six cases, the plausibility argument required that:

1. An interorganizational arrangement was in operation prior to the observed outcomes, thereby establishing the correct temporal relationship between presumed cause and effect;

2. An arrangement included the types of joint efforts linking job creation and job training; and

3. No other action could readily claim to have produced the same outcomes.

The following subsections examine the presence or absence of these conditions.

Timing of Arrangements. The first point--that the arrangements were in operation prior to the observed outcomes--has previously been shown in Section IV. All of the six arrangements were active before and during the year (mainly 1988) of the reported job creation outcomes. Similarly, all of the arrangements were in operation during the observation of the annual job training outcomes.

Evidence of Relevant Activities. For the second point, Figure 8 summarizes the joint efforts that were documented by the study team in its data collection. The figure distinguishes efforts whose activities were aimed at a full variety of firms from those targeted to small business development. Some of the illustrative activities, as shown in Figure 8, were as follows:

Figure 8

EXAMPLES OF JOINT EFFORTS IN EACH CASE[a]

	Case 1 Pima County Community Services Dept.	Case 2 Susquehanna Region PIC, Inc.	Case 3 Chester County Partnership for ED, Inc.	Case 4 Northeast Florida PIC, Inc.	Case 5 Greater Grand Rapids Economic Area Team	Case 6 Seattle-King County EDC
Programs or Projects	First source agreements Roundtables Hughes Aircraft dislocated workers venture (#1)	Long-term marketing campaign Community college adoption of ED objectives (#4)	ED task forces Attracting new jobs to replace loss of Lukens Steel jobs (#7)	ED task force in one county (#1) First source agreements Joint presentations to prospective employers Fundraising drive in one county (#5) Expansion of voc-tech in response to ED needs in one county (#6)	Marketing program State-supported development programs	Program to assist businesses to get DoD contracts (#3) Program to identify local suppliers of goods and services bought elsewhere (#4) Downtown development project (#1)
Small Business Assistance	Use of SBA loans	Small business development center	Four separate incubator projects (#2) Revolving loan fund Entrepreneurship workshops (#5) Assistance to women-owned businesses (#4)	Small business center in one county	Entrepreneurship forum Small business center SBA loans Project for dislocated workers to start own businesses (#2) College consortium to help small businesses (#1)	Incubator programs (#6) Small business center

[a] Number in parentheses, after each vignette, refers to vignette number in each case study.

- In a downtown development project (in the Seattle-King County EDC case), employers were helped in creating new jobs, and a JTPA-funded recruitment office operated in the project and helped to place many JTPA-eligible people;

- Roundtables or other joint presentations were carried out in two cases (Pima County CSD and Northeast Florida PIC), whereby the availability of job training resources was part of the attraction for new employers to move to the area; when such moves were made, new jobs were created and job placements occurred; and

- Incubator buildings and entrepreneurship training were used to encourage small business startups in two other cases (Chester County Partnership and GGREAT), resulting in job creation and new job placements.

Overall, all six arrangements supported the joint efforts that could have plausibly led to job creation outcomes linked to job training outcomes. Thus, the six arrangements could have been responsible for some portion of the exemplary outcomes reported in Section III.

Absence of Other Public Investments. Could other public activities have created the outcomes? Relevant candidates would be the economic development tools used by most communities (see Vernez, Vaughan, and Yin, 1979). Information about these tools also was collected by the study team, and Figure 9 summarizes the findings. The figure shows that the cases had diverse tools, including:

- Financing programs (loans, bond issues, tax abatements);

- Marketing activities; and

- Taxes to finance economic development initiatives in key industries such as tourism.

Most of these economic development tools resulted from actions by local governments, economic development agencies, or chambers of commerce. The tools therefore existed independently of the interorganizational

Figure 9

ECONOMIC DEVELOPMENT TOOLS
CITED IN EACH CASE

Case 1 Pima County Community Services Dept.	Case 2 Susquehanna Region PIC, Inc.	Case 3 Chester County Partnership for ED, Inc.	Case 4 Northeast Florida PIC, Inc.	Case 5 Greater Grand Rapids Economic Area Team	Case 6 Seattle-King County EDC
• Section 504 Loans	• IRBs	• IRBs	• Efficient processing of permits and licenses	• Tax abatements	• Marketing activities
• CDBG Loans	• Marketing activities	• Section 504 Loans	• CDBG Funds	• SBA Loans	• Strategic planning
• Downtown Incentive Zone Loans		• Pennsylvania Industrial Authority Loans	• Bed tax (for tourist industry)	• Tax-exempt bonds	• Section 504 Loans
• UDAG Loans		• CDBG Revolving Loan fund for small businesses			• CDBG Loans
• 7A Guaranteed Loans		• UDAG			• IRBs
					• Neighborhood Business Development Loans

IRB = Industrial Revenue Bond
UDAG = Urban Development Action Grant
CDBG = Community Development Block Grant

arrangements, and most existed prior to the formation of the arrangements. In this sense, the tools could theoretically have accounted for the exemplary outcomes.

However, Figure 9 does not list any potent or distinctive tools that could, alone, link job creation and job training. The tools were largely traditional, using federal or state resources. In the past, such tools have been found to have some--but limited--effects on local economic development and job creation outcomes (Vernez, Vaughan, and Yin, 1979). In other words, none of the cited examples involved any innovative mechanisms that could have produced some unusual impact.

Second, none of the tools involved large amounts of funding, reflecting a rather dormant period of federal investment in economic development. Federal programs such as the U.S. Department of Housing and Urban Development's Community Development Block Grants and Urban Development Action Grants, the Economic Development Administration's demonstration grant or loan programs, and the Small Business Administration's loan programs all have had declining or stable budgets during the past eight years.

For the six cases, public investments in traditional economic development tools therefore could not readily account for the job creation outcomes or their link with job training. Rather, the cases showed that the outcomes were produced either by private initiatives alone or by the collaboration of public and private efforts. Because the interorganizational arrangements were at the heart of these partnerships, the arrangements must have shared some role in producing the outcomes.

Sites Where JTPA Was the Central Organization. In half of the cases, a JTPA organization was the center of the arrangement, and in the other half, some other type of organization was the center. The replication design assumed that these two types might produce different outcomes, but this was not found. Of interest was that the JTPA organization willingly promoted economic development and gave priority to it, in those cases where the organization was the center. In one case (Pima County CSD), the JTPA agency had successful and longstanding relationships with the county's two major economic development agencies; in the second case (Susquehanna Region PIC), the PIC was incorporated

to conduct both job training and economic development activities; and in the third case (Northeast Florida PIC), the PIC was part of a host organization--a regional planning council--that heavily emphasized economic development. As a whole, the outcomes in these three cases, however, were not different from those in the other three.

Do the Arrangements Also Produce Long-Term Benefits?

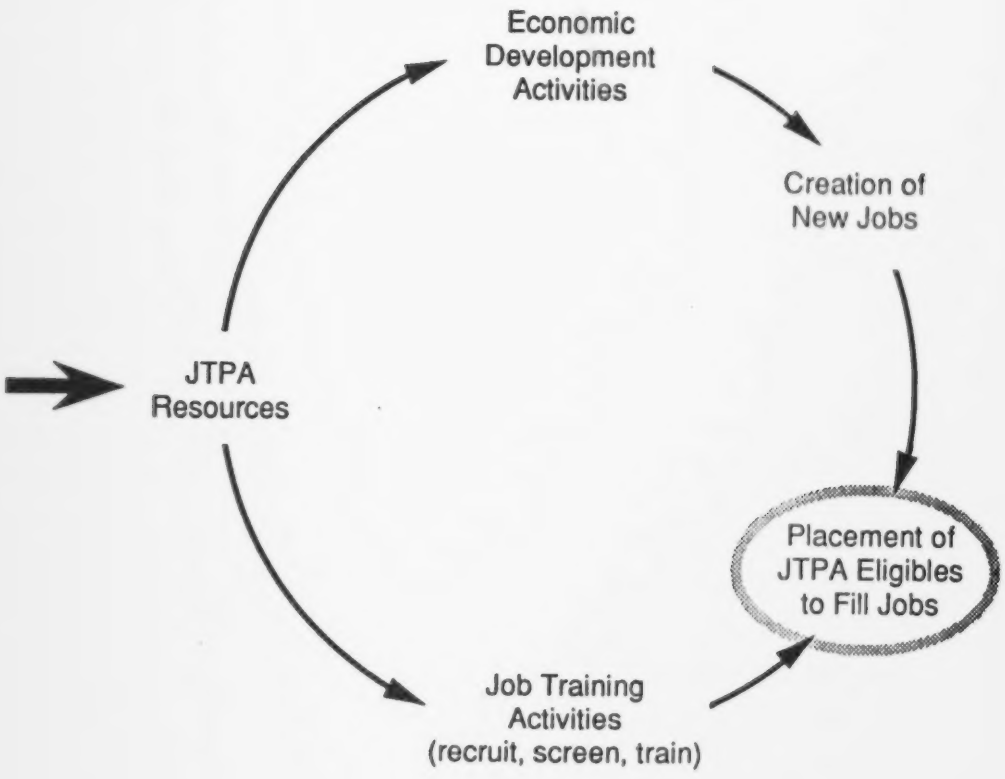
The joint efforts illustrated in Figure 8 included projects or programs that can exist without an interorganizational arrangement. Although Section II previously screened out independent projects or programs as candidates for case studies, two questions arise: If the key ingredients of these arrangements were individual projects or programs, what additional benefits were produced by the arrangement? If no such benefits are identifiable, might the arrangement be considered an unnecessary administrative layer?

The evidence from the six cases shows that interorganizational arrangements provide communities with an important additional capability: dealing with economic development over time. This capability may be a critical benefit from interorganizational arrangements. Thus, the arrangements may be beneficial not only because they can support individual job creation or job training efforts, but also because they provide a longer-term capability in economic development. This claim can best be illustrated by describing three approaches to job creation and job training outcomes--a direct model, a planning model, and a planning and development model. Each is described next.

Direct Model. The implicit model for analyzing the six case studies has, thus far, been direct and simple. Specific joint efforts are to lead to job creation and job training for disadvantaged, hard-to-employ people such as JTPA-eligible people. Figure 10 depicts this model, illustratively assuming that the joint efforts result from JTPA support for economic development activities (using 15 percent supportive services funds or 15 percent administrative support funds), as well as for job training. Two outcomes are sought: first, economic development should lead to the creation of new jobs; second, the new jobs should be entry-level jobs for JTPA-eligible people. Most of the joint

Figure 10

THE DIRECT MODEL


Economic Development Activities
Creation of New Jobs
JTPA Resources
Placement of JTPA Eligibles to Fill Jobs
Job Training Activities (recruit, screen, train)

activities cited earlier in Figure 8, in fact, followed this direct model. These activities were frequently organized as individual projects or programs, operating for short periods of time (a year or so). Because these activities were part of the interorganizational arrangements, the arrangements were given credit for having produced the desired outcomes.

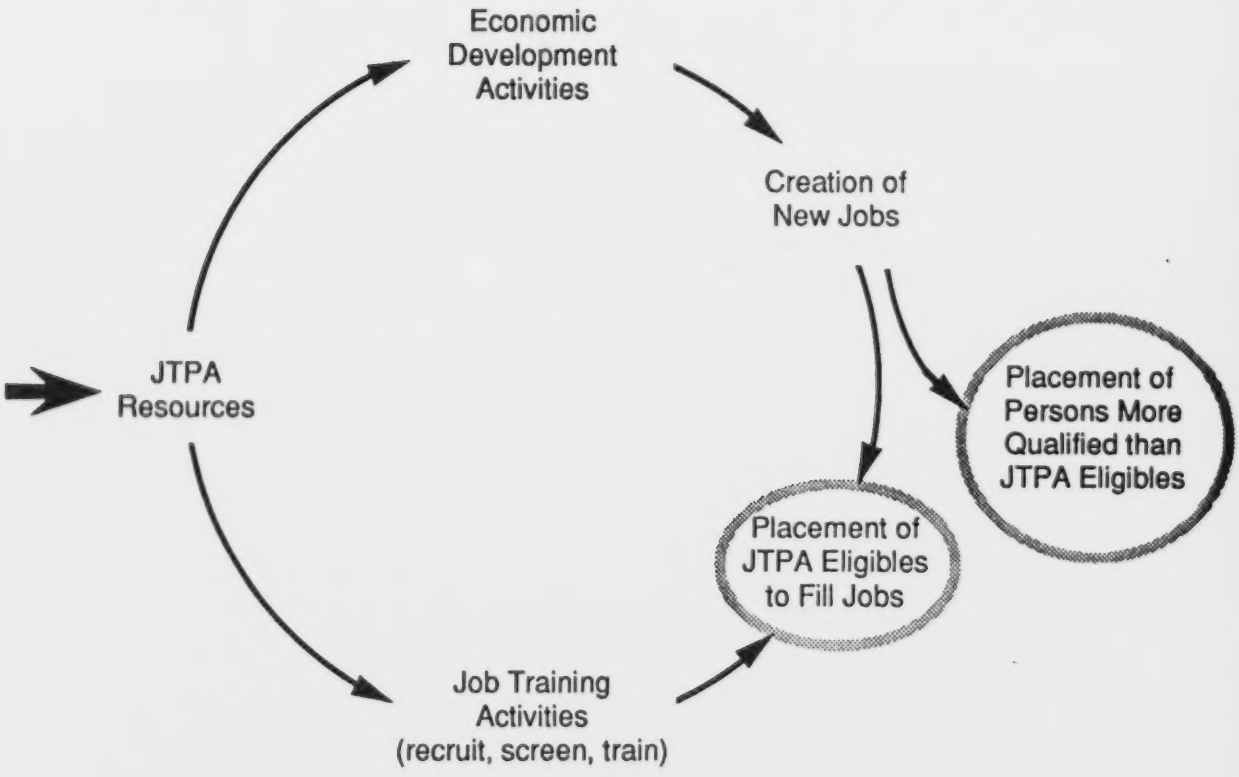
This direct model also has another variant. Economic development can lead to new jobs at both entry-level and higher positions. JTPA-eligible persons do not benefit from the creation of these higher positions, and Figure 11 therefore shows the more complicated outcome. This study could not clarify the proportion of job placements that went to JTPA-eligible people. Skeptical analysts such as Levitan and Gallo (1988) claim that most economic development efforts create few jobs for JTPA-eligible people. They therefore conclude that the objectives of economic development are not compatible with job training. The six case studies did not support this extreme position. Even though the evidence could not specify the proportion of entry-level from higher positions that were created, case study vignettes indicated that many JTPA-eligible participants benefited from job creation.

Planning Model. However, both the direct model and its variant need to be modified in a more fundamental way: Many economic development activities are not designed to lead immediately to job creation outcomes, whether for entry-level or higher positions. Further, such activities may be the necessary forerunners to the joint efforts in the direct model.

An example of these predecessor activities was found in the Northeast Florida PIC case involving five counties. Before significant job creation efforts could be mounted, several of the counties required staff and operational support for their chambers of commerce or for similar organizations such as a Committee of 100. One of the counties had to start by organizing an economic development task force, because its chamber of commerce was dormant. In yet another county, the demands of two competing chambers had to be mollified before the county could be proposed as a site for the national superconducting supercollider competition.

Figure 11

THE DIRECT MODEL,
AUGMENTED BY MARKETPLACE REALITY


Economic Development Activities
Creation of New Jobs
JTPA Resources
Placement of Persons More Qualified than JTPA Eligibles
Placement of JTPA Eligibles to Fill Jobs
Job Training Activities (recruit, screen, train)

These prior activities may be considered "planning" activities, and Figure 12 adds planning to the direct model. In some situations (but not in any of the six cases), this initial planning step can be complicated and excessively drawn out, as in the well-known case study of economic development in Oakland, Calif. in the early 1970s (Pressman and Wildavsky, 1973).

These planning activities have characteristically required the formation or activation of individual organizations. A major benefit of the interorganizational arrangement was the ability to use resources to support these planning activities, in some cases through the use of JTPA funds. Technical guidance for these planning activities also could be made available from other organizations already part of the arrangement. Because many communities may require this planning step before mounting significant job creation activities, interorganizational arrangements may be more valuable than single projects or programs. Such arrangements can support both the planning and job creation efforts, and not just the latter--as would likely be the situation with a single project or program. An interorganizational arrangement therefore begins to be an important asset in such communities.

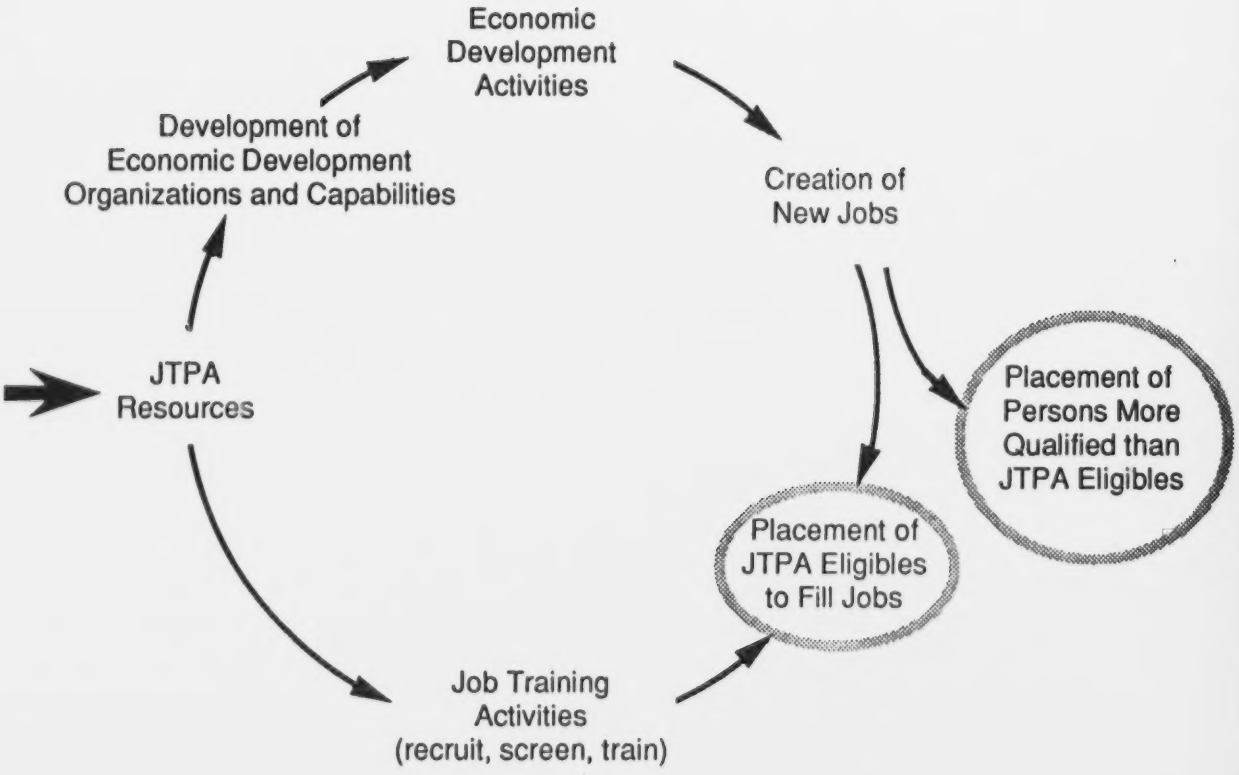
Planning and Development Model. A final complication recognizes that economic development is a sustained process, involving many different projects and programs over time. New jobs may not be created for several if not many years. In undeveloped rural areas--found in several of the cases--economic development activities have to start with zoning, land preparation, infrastructure construction, commercial or residential development, and--only after these steps--job creation.

Passing through these phases of actual development may take a decade. During this time, interorganizational arrangements (unlike individual projects or programs) can provide the continuity to initiate and support the needed activities. The arrangement can use different agencies and resources, and develop support for whatever individual projects or programs are most appropriate for a given phase of development.

Figure 13 therefore adds the development activities to the planning model, with the new and more complete model now being recognized

Figure 12

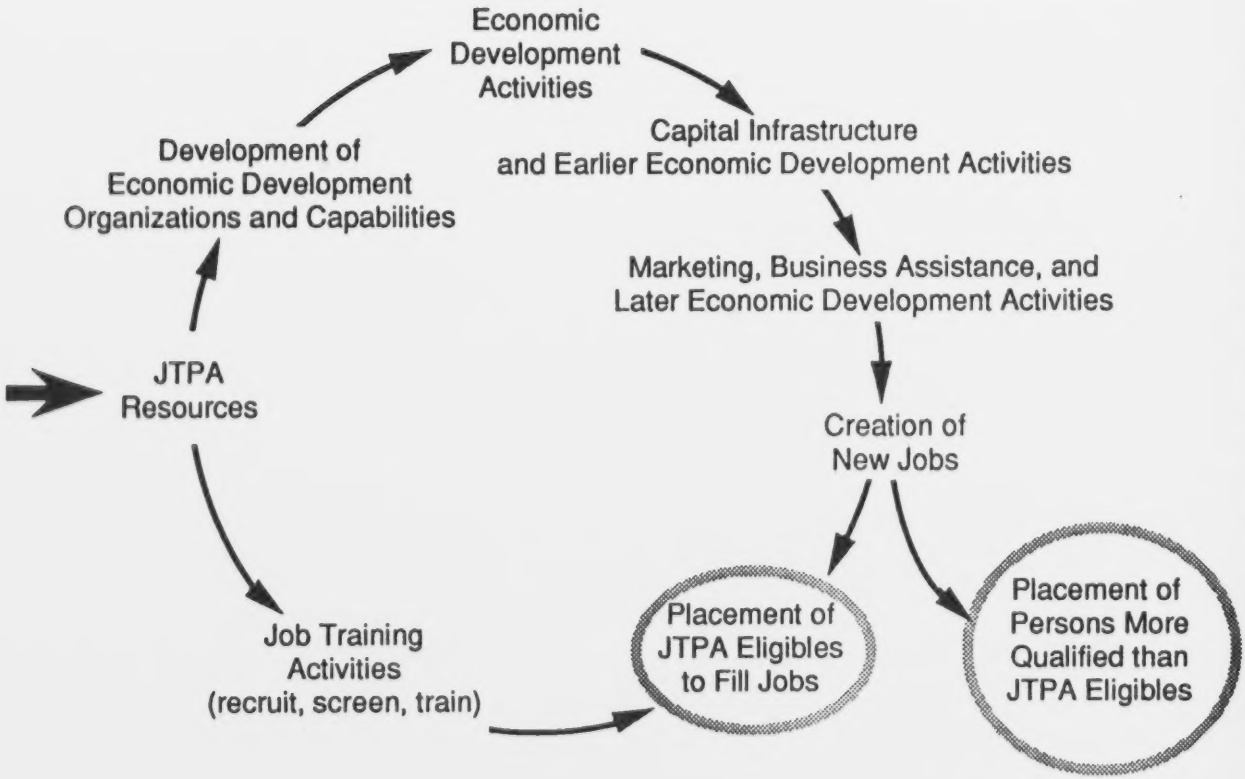
THE PLANNING MODEL


Economic Development Activities
Creation of New Jobs
Placement of Persons More Qualified than JTPA Eligibles
Placement of JTPA Eligibles to Fill Jobs
Job Training Activities (recruit, screen, train)
JTPA Resources
Development of Economic Development Organizations and Capabilities

Source: Pressman and Wildavsky

Figure 13

THE PLANNING AND DEVELOPMENT MODEL


Economic Development Activities
Capital Infrastructure and Earlier Economic Development Activities
Marketing, Business Assistance, and Later Economic Development Activities
Creation of New Jobs
Placement of JTPA Eligibles to Fill Jobs
Placement of Persons More Qualified than JTPA Eligibles
Job Training Activities (recruit, screen, train)
JTPA Resources
Development of Economic Development Organizations and Capabilities

as a "planning and development" model. This final rendition more accurately reflects the full range of economic development activities occurring in a given community over time. Because interorganizational arrangements can facilitate this longer-term developmental sequence, they indeed may produce invaluable longer-term benefits to a community.

Summary. Interorganizational arrangements can support the wide variety of planning and development activities appropriate at different phases of economic development. These include job creation efforts but also the necessary preludes to such efforts.

A major benefit of an interorganizational arrangement is that it therefore can support the formation or development of needed organizations (planning). It also can support the different individual projects and programs occurring in economic development (development). The arrangement permits communities to seek support from a variety of sponsors and to coordinate what might otherwise be isolated individual projects or programs. All of these activities may be important to assure the ultimate success of job creation or job training efforts, and in this sense, an interorganizational arrangement adds significantly to the capabilities of a community.

Are Informal Networks More Important than Formal Networks in Making Arrangements Work?

A third claim to be examined was that informal networks made these arrangements work. The initial proposition in Section II was that informal networks (of individuals) were more important than formal agreements (among organizations). The six cases supported this proposition; the influence of formal agreements was limited but the informal networks were rich and flexible.

Limitations of Formal Ties. Formal agreements can take the form of collective agreements (membership in an umbrella organization) or individualized agreements (a contract or first-source agreement).

The collective agreements may be powerful tools that do make arrangements work, but these agreements were found in only two cases--the Chester County Partnership and the Seattle-King County EDC. Had they been found in all cases, the influence of formal agreements might have been argued more forcefully. A policy conclusion would have been

that--like other formal arrangements such as councils of governments--the use of collective agreements would produce interorganizational collaboration. But this was not the case.

In contrast, an array of individualized agreements was found among the six cases. The most common were contracts between PICs and other organizations commissioned to carry out economic development or job training activities. JTPA "15 percent" funds were used in five of the six cases to support economic development activities; and funds from Titles IIA and IIB were used to support a broad array of service training operators.

Another type of formal agreement was a first-source hiring agreement (employment generating contract). This type of agreement was found in three of the cases. In one (Pima CSD), the first-source agreements were a quid pro quo for PIC support of economic development activities. A second case (Northeast Florida PIC) had such agreements, but with no such contingency. The third case (GGREAT) had no PIC contracts for economic development but did have a first-source agreement; however, the agreement did not involve the organization central to the arrangement.

However, these individualized agreements cannot account for the workings of an interorganizational arrangement, as they only focus on the performance of individual organizations. The agreements therefore cannot produce the rich exchanges of information found in the interorganizational arrangements. Such exchanges cover such important community information as: new marketing opportunities, new training needs, and forewarnings of plant closings or firm relocations.

The study team could find no evidence of other types of formal agreements, such as external (state or federal) mandates to collaborate. The GGREAT case had some of its activities mandated by a state program, but the program only applied to economic development entities, and did not link economic development with job training. Due to the absence of any other interagency agreements, the overall conclusion is that the working of these six interorganizational arrangements did not depend on formal agreements.

Relevance of Informal Networks. In contrast, extensive examples of overlapping memberships among the board members, officers, and other key positions of the various organizations were found. (In the individual cases, these overlapping memberships are explicitly noted in the summary organization charts.) As illustrated in the Seattle-King County EDC case:

> ...one member of the PIC Board officially sits on the Board of the EDC. At one time, a staff member of the Seattle DCD officially sat on the PIC's Planning Advisory Committee, which in turn advises the PIC Planning Committee. As additional examples, one PIC Board member is the Executive Director of the Seattle Urban League, and a PIC staff member is President of the Seattle School Board. The PIC director sat on the Rainier Valley's Enterprise Center board of directors; the center oversaw the umbrella organization responsible for managing Seattle's first small business incubator.

These overlapping memberships--found in every case--allowed important but unmeasurable communication of information about job training or economic development. Exchanges during board meetings, about the needs of particular firms or the resources of particular training programs, were cited frequently in the case studies.

Within these networks, the key participating individuals included those regarded as informal leaders of the community. As leaders, their ideas were given greater consideration, and in many instances led to action. In addition, many of these overlapping members had other relevant ties--spousal relationships, joint school loyalties, and shared family heritages in growing up in the same community.

Interestingly, continuity of board leadership for key organizations such as the PIC--initially considered critical to network success--was only found in three of the six cases, and not in the other three (Chester County Partnership, Northeast Florida PIC, and Seattle-King County EDC). In these latter three cases, annual or bi-annual rotation of officers was the routine practice. Thus, the informal networks may work independently of any formal assignments. The key

individuals stay in contact and provide leadership and influence regardless of their formal roles.

How a community generates such collaboration and communication among its key citizens was beyond the scope of this study. However, the study team concluded that informal networks and communications must be in place for interorganizational arrangements to work well. A complementary hypothesis, to be examined by future research, would be that such arrangements do not work when key individuals have antagonistic relationships, regardless of any formal agreements among the relevant organizations.

Summary

This section reviewed evidence regarding three claims, with the following results. First, the interorganizational arrangements in the six cases could have plausibly produced the job creation and job training outcomes arrayed in Section III. The beginning of a causal attribution was therefore made.

Second, interorganizational arrangements have a further long-term benefit: They can support a broad array of activities over time. These activities are essential to economic development, especially in areas where infrastructure development, organizational development, and other steps must be taken before pursuing job creation efforts. For this reason, the interorganizational arrangements can be a more important resource than any single project or program devoted to economic development and job training.

Third, the arrangements primarily work because of informal networks, not formal agreements. The arrangements in the six cases were able engage the efforts of key individuals, including community leaders, in a variety of overlapping roles. Such overlaps helped to create frequent opportunities for informal communication and exchange of information about economic development and job training needs and solutions.

VI. Conclusions and Future Considerations

Primary Conclusions

This study has focused on interorganizational arrangements as an innovative way of successfully linking job training and job creation activities at the local level. These arrangements have not been examined closely in the past, and the study tried to determine the benefits from these arrangements. Based on case studies of six interorganizational arrangements in different local communities, the study concluded that:

- These arrangements resulted from collaboration among existing organizations, and did not require the formation of a new organization specifically charged with the coordinating role;
- The arrangements plausibly helped to produce exemplary job creation and job training outcomes;
- The arrangements also produced other benefits, providing a long-term capability for dealing with different phases of economic development, including key activities that may have to precede job creation efforts; and
- These arrangements worked primarily as a result of strong informal networks rather than formal interorganizational agreements.

Of these, the first conclusion was a surprise rejection of this study's initial proposition. That proposition had been based on the experiences with interorganizational arrangements in related fields (education and business), in which new organizations have been created to foster collaboration. However, if existing organizations can fill the coordinating role, interorganizational arrangements are potentially feasible for a larger number of communities. These communities would not have to overcome the difficulties of starting new organizations and finding financial support for them.

The major reservations regarding these conclusions have to do with their applicability to different types of communities. The six cases were limited in their coverage of communities with: a dominant minority group; highly depressed labor markets; and large, inner-city populations historically acting separately from their surrounding suburbs. The study results may therefore not be applicable to these types of communities. A specific suspicion is that interorganizational arrangements may work best only in small or medium-sized communities, where a small investment for economic development--generally $100,000 or less--has visibility. The arrangements may be too cumbersome and bureaucratic in larger communities, where the number of organizations, activities, and key persons also would be much larger. A further suspicion is that the arrangements depend heavily upon the relationships among key individuals in a community. When these individuals want to collaborate, external funds and mandated programs will certainly help. If they do not want to collaborate, no external pressure will induce them to.

Other reservations were methodological, reflecting the difficulties faced by any research effort in measuring job creation and job training outcomes; and in attributing causal relationships to such outcomes. The full extent of these problems has been discussed in the preceding sections.

Notwithstanding these reservations, the potential benefits from these interorganizational arrangements are broad. In any local setting, they may represent an initial step toward collaboration among the economic development system, the employment system, and the education system, regarding opportunities for creating jobs and job training for disadvantaged persons. Thus, in all six cases, the interorganizational arrangements produced (or coincided with) extensive informal communications among the leaders of these three delivery systems--for instance, those representing the chamber of commerce, the job training agency, major employers, and the local community college. JTPA service contracts reinforced the link between the employment system and community colleges or other key educational institutions; extension to economic development--often through PIC contracts with a chamber of commerce or

other economic development organization--further strengthened the informal networks. If these separate delivery systems can collaborate more closely, resources within all three systems may be used more effectively.

Finally, these arrangements only appear to require incremental funds rather than major new outlays. The six cases revealed that the arrangements each operated with a few staff members and operating budgets in the range of $150,000, incurred over and above the operating costs of any component agencies or programs.

Possibilities for Further Research

Further research could corroborate or challenge these conclusions and broaden our understanding of the importance of interorganizational arrangements for job creation and job training.

Comparing State-Level with Local-Level Coordination. This study's conclusions reflect a positive assessment of the value of coordinating economic development and job training activities. However, some (e.g., Levitan and Gallo, 1988, pp. 45-56) have argued strongly against the possibility of such benefits. Close examination reveals that their argument stems from disappointing observations in the use of state JTPA funds--the 8 percent set aside, the 6 percent set aside for incentive awards and technical assistance, and the 3 percent set aside for older worker training.

Thus, a further study might deliberately compare the effects of state with those of local coordination. Can state efforts alone produce the outcomes accomplished by the six local arrangements found in this study? If not, how can state resources best complement and strengthen the efforts of local groups in fostering job creation and job training? These questions illustrate the possible direction for such a further study.

Comparing the Effects of Interorganizational Arrangements to Those of Single Projects or Programs. This study found that interorganizational arrangements led to benefits that equalled or exceeded those from individual projects or programs. A future study could make direct comparisons that were not possible in this study.

Single projects or programs have some advantages over interorganizational arrangements. The exploration of these advantages deserves further inquiry. For instance, a project or program can target directly on specific people, problems, or neighborhoods. If a community has clearly identified its needs, and if the only desire is to deal with them, a specific project or program may be a better and quicker response than the time-consuming process of getting an interorganizational arrangement to work. During screening, several organizations operating single projects or programs in fact claimed this advantage.

Further, single projects or programs may be more innovative than interorganizational arrangements, producing truly innovative schemes for job creation and job training. This and other possible benefits of projects and programs can be investigated further. Direct comparison to the benefits of interorganizational arrangements would deepen our understanding of the advantages and disadvantages of both types of approaches.

Investigating the Origins of Informal Networks. This study found that interorganizational arrangements worked because of the strength of informal networks among the key individuals in a community. The study had no opportunity to investigate the origins of these networks, the roles played by the individuals in the networks, or the overall dynamics of the network's communications. Yet, if these networks are important, more needs to be known about these topics.

Further study could investigate these topics and generally determine how to maintain successful informal networks. Are there ways of maintaining the participation of key individuals without burning them out? How adaptive is a network to changing economic or institutional conditions? At the local level, are such networks tied closely to the politics of a community? These are but some of the important questions to be addressed by such a study.

The importance of these informal ties could also be the subject of further research. Sites could be chosen that have a variety of formal arrangements and counter-arrangements in place--e.g., first-source agreements, interagency agreements, and service contracts. A major hypothesis to be tested would be that strong informal ties would be found in those communities where such agreements worked well.

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CASE ONE

PIMA COUNTY COMMUNITY SERVICES DEPARTMENT

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Case Study of Economic Development and Job Training Linkage in Southern Arizona (Pima County, Arizona)

A. The Economic and Institutional Setting

The Economic Setting

Pima County is located in the southern portion of Arizona, bordering Mexico to the south (see Figure 1). The County covers 9,420 square miles, 150 miles from east to west, and includes two Native American reservations, the Yaqui and Tohono O'Odahm. The population of the county is 700,000; Tucson is the county seat, with a population of 400,000. In 1987, population with income below the poverty level was 58 percent White, 33 percent Hispanic, 2 percent Black, and 4 percent Native American or other. The unemployment rate at the end of 1988 was 5.5 percent, slightly below the State's average of six percent.

The most dramatic economic change in Pima County over the last 12 years has been the decline of the copper mining industry. Since 1977, 12,000 people, earning an average hourly wage of $13.00, have been laid off from jobs in the mines in the western part of the county. When some mines re-opened in 1984, fewer people were needed because of automated methods, and the average wage rate fell to $8.00 an hour. Other major employers have laid off workers, including the closing of a local IBM plant with the loss of 2,800 jobs, and the downsizing of a Hughes Aircraft plant in Tucson, laying off 800 employees. Such crises have increased the demand for the JTPA Title III Program (dislocated workers), above that for the Title II-A Program.

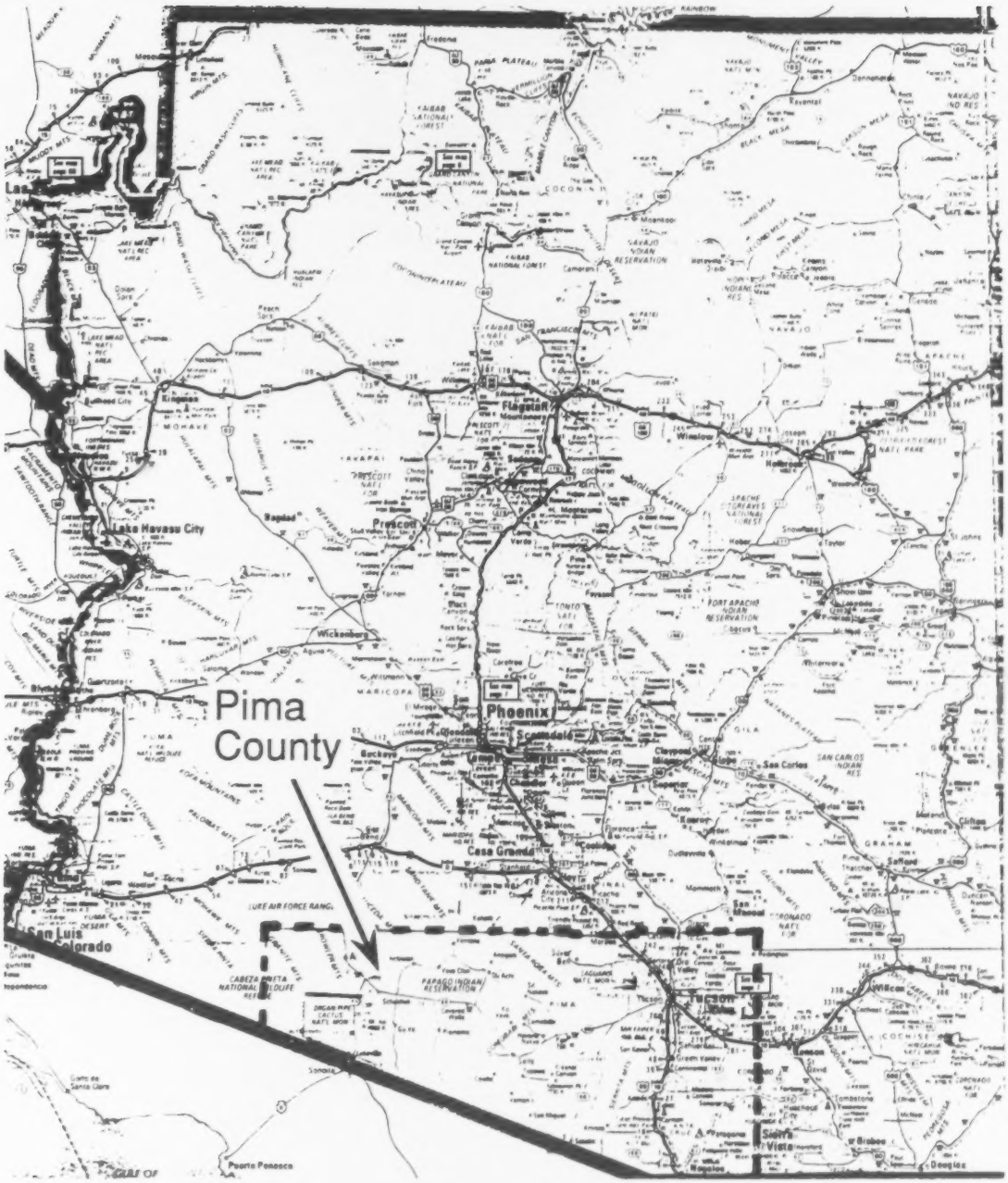
Currently, there are approximately 16,000 businesses based in Tucson, 90 percent with fewer than 500 employees. Although local officials try to attract new business to the area, they are also concerned with retaining and expanding local companies.

The Institutional Setting

Central Organization. The Pima County Private Industry Council (PIC) consists of 25 members representing local business, government,

Figure 1

LOCATION OF PIMA COUNTY, ARIZONA



educational institutions, community-based organizations, labor unions, and associations. Its purpose is to advise the JTPA operating agency: setting policy, guiding and overseeing the budgetary process, and approving proposals for training contractors. The staff administering the JTPA program also acts as the PIC's fiscal agent and serves as the central organization involved in linkage activities between job training and economic development. They work for the Pima County Community Services Department (PCCSD).

PCCSD is part of Pima County government. In addition to JTPA, PCCSD administers and controls Community Development Block Grant (CDBG) funds and operates as a Community Action Agency. The budget for 1989 was $3.9 million, of which approximately: $2.5 million was from Title II-A funds; $1.3 million came from a combination of Title III funds, private support, and discretionary grants; $70,000 came from private industry and the United Way; $50,000 was allocated from CDBG; and $5,000 was allocated from a Community Services Block Grant (CSBG) for one program.

The PIC meets on a monthly basis. It is organized into three separate committees each serving different functions. The Planning Committee develops long-term plans for the PIC and for PCCSD programs and services. It is also directly responsible for selecting training contractors, reviewing contractor and agency performance during the course of the year, and managing overall procurement. It directs planning for the future mix of services, establishes service levels to target populations, and makes decisions concerning outreach to the target populations.

The Industrial Relations Committee's objective is to increase the level of business and industry's participation in the PIC by marketing JTPA to the public. It includes three or four businessmen from the PIC, the Regional Re-employment Center (RRC), a subset of PCCSD serving dislocated workers, Tucson Local Development Corporation (TLDC), Tucson Economic Development Corporation (TEDC), and two to three employers who have hired JTPA clients.

The Education/Youth Committee plans for and oversees the Summer Youth Program--i.e, designing the program and approving and monitoring contractor performance.

There has been little turnover on the PIC since its inception in 1983. For instance, there has been only one chairperson throughout this time.

How Cooperative Projects are Begun. Two years before JTPA replaced CETA, the City and County consolidated their job training program under the County's PCCSD agency. The County currently carries responsibility for these activities, and also coordinates activities among various economic development and job training organizations.

The City, County, and local business organizations regularly undertake joint activities. The leaders of these organizations ascribe their success to the formal and informal networking among organizations with common goals. Several of the leaders have been involved in community affairs for some time, and have a good grasp of the history and the specific needs of Pima County.

Communication was reported to be critical to maintaining the balance among business, politicians, and the PIC. Because employers have learned much about employment and training issues and procedures for acquiring funds, it is important for the local leaders to direct their efforts towards working with potential employers. There can be a tendency to subsidize employers, defeating the purpose of both economic development and training initiatives, if all the participants are not integral to the decisionmaking.

Implementation. Each year, the Pima County Private Industry Council sets aside $200,000 from the general JTPA fund to be used for economic development by PCCSD. In 1989, the PIC increased that amount by approximately $50,000. A portion of these funds is provided to the two principal economic development organizations--Tucson Economic Development Corporation (TEDC) and Tucson Local Development Corporation (TLDC) through a formal Request for Proposal (RFP) process. These are the two employment generating services in Tucson and, through employment-generating services contracts, they are required to inform their clientele of the JTPA program and offer technical assistance in terms of hiring JTPA-eligible clients first for job vacancies.

Early in JTPA's history, the State's JTPA administration decided to organize regional Arizona Dislocated Workers Assistance Centers to

provide Title III services, and one of the three in the State is located in Tucson. The Regional Re-Employment Center (RRC) houses the local program funded by Federal, State, County, and private sources, and is operated by PCCSD. The RRC is a successful example of PCCSD's management of interorganizational collaboration, through a multi-agency approach utilizing contracts with Arizona Department of Economic Security, Pima Community College, Operation SER, and Labor Union Services. By working with local companies during the pre-layoff period, RRC is able to place up to 80 percent of the displaced workers. This lowers the unemployment rate by retraining people for job openings. The RRC staff's process focuses on active community involvement. One of the lead job finders is a laid-off personnel director from one of the mines. He makes regular visits to local private business to market Title III and stay abreast of upcoming closings. The Chair of the PIC has made presentations to the Chamber of Commerce.

By serving the entire population, the program receives more notoriety, and in the long run, enrolls more JTPA-eligible clients. It is also believed by RRC staff that employers who have had successful experiences with the Title III program will be more open to Title II opportunities. "The current facility that houses the RRC is the tangible result of a cooperative relationship developed between the Pima County Community Services, Dislocated Worker program, and Hughes Aircraft Company," ("Partnership Works," RCC) (see Vignette #1).

Vignette #1: PARTNERSHIP WORKS: RELATIONSHIP AMONG PIMA COUNTY COMMUNITY SERVICES, DISLOCATED WORKER PROGRAM, AND HUGHES AIRCRAFT COMPANY

Hughes Aircraft has experienced several massive layoffs since 1986 equaling over 1,200 employees. Initial services, including counseling, job search assistance, transition assistance, and retraining, were provided by the Regional Re-employment Center (RRC) at the Hughes facility. Prior to one layoff of nearly 300 people in 1988, the PIC Chair, Personnel Director at Hughes, organized a planning team consisting of a Pima County Community Services Department representative, the Dislocated Worker Program Manager, and a Department of Economic Security representative. He also employed the assistance of an outplacement firm, which became part of the team. A local labor market survey was conducted, and a survey of transferrable skills was done across the Hughes population. The final step of the venture was the leasing of new space by RRC, furnished by Hughes. Two outcomes were reported as follows:

1. Results of layoffs:

(after 4 months)	Total	Served by RRC
Laid off	268	203
Retrained	30	30
Relocated	26	16
Placed	137	110
Still in Job Search	59	52
Placements Pending	23	23
Average Wage at Placement	n/a	$12.55 per hour

2. The current facility that houses RRC is the result of the cooperative relationship between Hughes, PCCSD, and the RRC during the project. Hughes furnished the building, which now stands as a full-service re-employment center, providing recruitment, screening, counseling, job search assistance, and retraining to dislocated workers for jobs being developed by the economic development counterparts. The identification of needed skills by industries being developed is done through communication and guidance from the PIC.

B. Economic Development and Job Training Activities Attributable to Links Among Organizations

The main economic development and job training activities pertinent to this case study derive from PCCSD's two employment-generating services contracts with economic development organizations, the newly formed Pima County Economic Development Council, and the JTPA Title II and III programs. Figure 2 depicts the basic range of organizations and activities relevant to the present case study. These activities and their outcomes are described next. Section C then describes the extent to which these activities have been coordinated; the section also attempts to explain the role of the Pima County PIC and its staff at PCCSD in creating this linkage.

Economic Development Activities and Outcomes

Activities. There are over fourteen economic development initiatives operating in Pima County. However, two organizations have been noted as conducting the primary economic development activities for the region.

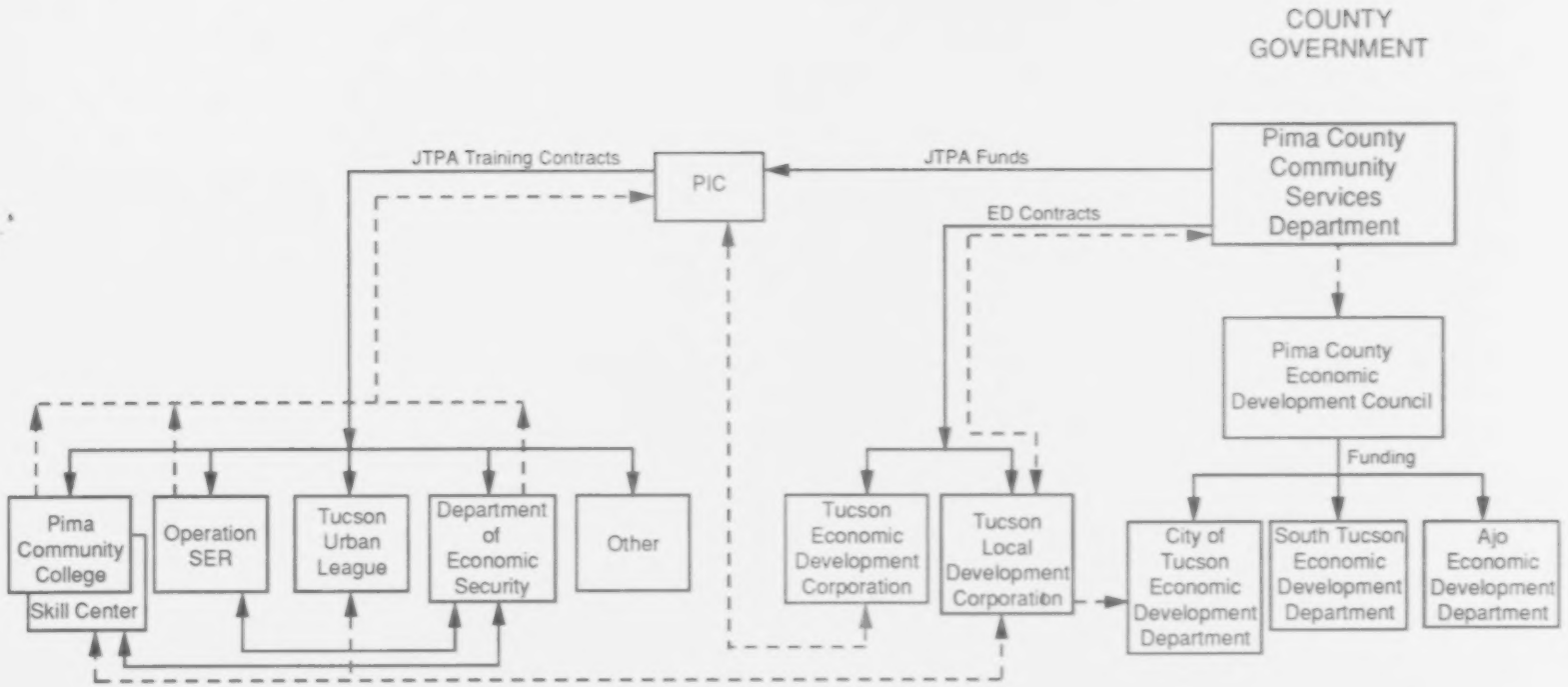
TEDC is a private, nonprofit organization, funded by the City of Tucson, Pima County, and the Tucson business community that was started in December 1977. TEDC has two primary objectives:

> ...the recruitment of new manufacturing, manufacturing-support and research and development firms to locate, relocate or initiate operations in Tucson/ Pima County; and the expansion of these types of firms already operating in Tucson/Pima County. Secondly, TEDC assists office users to establish operations in our community... (Tucson Economic Development Corporation Annual Report, Summary of 1988 Activities.)

The TEDC Board has 25 members and is operated by a staff of nine people. TEDC received $35,000 from PCCSD in 1988 as part of its overall budget of approximately $645,000. In exchange for this funding, PCCSD has employment-generating services contracts with TEDC, with specific criteria for job creation and utilization of job training

Figure 2

LINKS AMONG ORGANIZATIONS IN PIMA COUNTY, ARIZONA



resources. Many of the initial contacts with firms attracted to Tucson are made through TEDC. They, in turn, organize a roundtable (described below) to inform prospective employers about the region. It was reported that the training opportunities available in Tucson are one of the key factors for employers in deciding to come to Tucson ("Tucson Citizen," March 28, 1989). In fact, two recent examples reflect how training resources played a major role in businesses locating in Tucson. The first is Confederation Life Insurance Company, which has set up a regional claims office and is employing 90 people. The second is a planned move by First Data Resources, a service organization that will employ 850 full and part-time people.

TLDC is a private, nonprofit 501(c)(4) corporation and an extension of the City of Tucson Economic Development Department. It was founded in 1978 primarily as a financing institution, but, in 1986, its duties were expanded to include development. As an "SBA certified development company," its purpose is twofold: to offer long term, fixed rate loans; and to conduct and coordinate development activities on behalf of the city. Two of the local renovations led by TLDC and completed in 1988 were the City's Central Receiving Plant and the Alameda Plaza/City Court Building (TLDC Annual Report, 1988).

TLDC operates with a membership of 29 local business and public leaders, a membership-elected board of nine people, and a staff of eight full-time and one part-time people. It received $30,000 from PCCSD for employment generating services, and through EGS contracts, informs its borrowers of the availability of the JTPA program as job vacancies occur. Quarterly requests are sent to borrowers by TLDC, fielding upcoming job vacancies. This information is forwarded to PCCSD. For the past nine years, a "present employment report" has been sent to PCCSD by TLDC, documenting net new jobs for the previous year. The TLDC membership meets on a quarterly basis. The loan portfolio in 1988 was $8 million. The criteria for making loans to local business were reported to be the following:

- Approved credit history;
- Job creation opportunity;

- Economic development opportunity;
- Minority entrepreneur participation; and
- Diversity of manufacturing product.

In 1989, the Mayor of Tucson initiated a task force and then started an umbrella organization called the Pima County Economic Development Council (of which PCCSD is a member). This is a new organization (first meeting was held March 29, 1989), and will serve as a coordinating and funding body for the various 14 economic development organizations in Tucson. The projected budget for FY 89-90 is $1.8 million, with $600,000 to be funded by each of three sources: the City, the County, and the private sector. A Board of Directors will be formed for the Council, with officers being Public Sector Directors, with terms to coincide with their terms of the offices they hold, and Community Service Directors, with terms of three years. The purposes for which the Council are organized are described in the "By-Laws of Pima County Economic Development Council, Inc., Article II, Section 2.1" as follows:

(1) To support, promote, coordinate, oversee, stimulate, assist and encourage economic development and expansion; job creation; and business and industry start up and retention in and business and industry relocation to Pima County, Arizona, for the benefit of all residents thereof;

(2) To lessen the burden of government by creating a larger tax base for the benefit of all residents;

(3) To act in the general public interest for the public good; and

(4) To engage in any lawful activity, none of which is for profit, for which corporations may be organized under the corporate laws of the State of Arizona.

An initial project for the council is a targeted industry study, to be

accomplished jointly by a research team from the University of Arizona and, later, with community based organizations.

Outcomes. A major accomplishment resulting from PCCSD's efforts has been the effective provision of relocation assistance combined with economic development. The RRC operates with a multi-agency approach, seeking and utilizing the information and networking resources available from other community organizations. The center is well-known as a provider of qualified applicants, who have had transferable skills developed through job training arranged through contracts with local training organizations. Through a combination of close working relationships with the training organizations, and guidance and direction set by the PIC, the RRC works to train its population for those industries being attracted to and/or expanding in Tucson. An illustrative example of how the RRC has accomplished a successful partnership is its continuing role in working with PCCSD and Hughes Aircraft Company, a major employer in Tucson.

In addition, the economic development activities managed by TEDC and TLDC have led to a variety of outcomes. Specifically, TLDC utilized various economic development tools to generate the following outcomes (Tucson Local Economic Development Corporation Annual Report, September 30, 1989):

1. 504 Loan Program: Nine loans were approved in 1988, representing $1,250,000 in TLDC financing, $3,077,600 in total project size, and the creation of 78 new jobs.

2. CDBG Loans: Five new CDBG loans were approved and four funded, totaling over $300,000 in volume, and creating 13 new jobs in 1988.

3. Downtown Incentive Zone Loans: Five new loans were approved and three were funded in 1988, totaling $348,000.

4. Urban Development Action Grant (UDAG) Loans: In 1988, the first year of this program, 11 loans were approved and nine loans were funded, totaling $717,000, and creating 91 new jobs.

5. Other Loans: A 7A Guaranteed Loan, for $85,000, was approved, to create five new jobs. TLDC helped to develop a program that can provide $1,500,000 in loans to exporting firms.

An illustrative example of one local business that benefited from collaboration between TLDC and Operation SER, a local training contractor, is Cardinal Castings, (see Vignette #2).

Although it is difficult to identify the number of JTPA clients who filled the new jobs listed above, it was reported that availability of training resources has been a primary influence, both in attracting new business to Tucson and helping local business to expand. Vignette #3 describes the experiences of Huck Manufacturing. TEDC accomplishments during 1988 are listed in Figure 3.

Job Training Activities and Outcomes

Activities. Although there are 42 training organizations in the County and over ten agencies contracted with PCCSD to provide employment and training services, four organizations provide over 75 percent of the services. Approximately 30 percent of the training provided is on-the-job (OJT) and 70 percent is classroom training (much of this is customized for the employer). Specifically, Operation SER and the Tucson Urban League provide comprehensive training, both OJT and classroom; and the Pima Community College Skill Center develops and delivers curriculum for varied classroom courses that are planned with economic development organizations and employers (the Director of the Skill Center is the current President of TLDC.) The fourth major training contractor is Tucson Manpower Development, providing training services to youth only.

The Department of Economic Security (DES) plays a major role in the economic development programs of Pima County. Specifically, it provides recruitment, screening, and processing of JTPA clients for PCCSD and the various training organizations. Through the "Arizona Works" program, it has contracts with the SDA (serving AFDC clients),

Vignette #2: CARDINAL CASTINGS: A RECIPIENT OF PARTNERSHIP BETWEEN TLDC AND OPERATION SER

Cardinal Castings, a long-standing Tucson foundry, has been approved three times for loans, and accepted one to expand its operations, from TLDC over the last three years. For the last ten years, the owner has utilized the services of CETA and then JTPA in hiring and training during business expansion. His specific training experience has been with Operation SER, a referral from the Executive Director of TLDC. The screening has been personal and committed, resulting in the hiring of eight people in the last year. There has also been a new relationship with the Pima Community College Skill Center, with the possibility of classroom training in foundry skills. The business is growing as a result of the assistance, with an anticipated addition of five more employees by the end of 1989. "TLDC is picking winners," claimed the owner.

Vignette #3: HUCK MANUFACTURING: SUCCESS BETWEEN JOB EXPANSION AND SKILLS TRAINING

In 1986, Huck Manufacturing was recruited to Tucson from California by TEDC. With their move into the area, 50 jobs were created. PCCSD coordinated with TEDC and the Pima Community Skill Center the design and delivery of customized training for Huck--all 50 positions were filled. Since 1986, Huck has expanded its operations and currently has a staff of approximately 150 people. With each expansion, the Skill Center has been actively involved in preparing the job applicants. In 1989, 95 percent of the original employees hired through the process are still employed by Huck. Interestingly, Huck piloted an alternative management process at its Tucson plant--participative management, practiced through its compensation program, daily work schedules, and structures (supervisors wear the same uniforms and do not sit in offices). This has been adopted successfully in its early stages of development.

Figure 3

TEDC OUTCOMES IN 1988

*** **McCulloch Corporation** announced their decision to locate a 450,000 square foot plant in metropolitan Tucson. The announcement included the intention to hire 600 people for their international headquarters complex and manufacturing facility. Construction of phase one, approximately 250,000 square feet began on land within the Southpointe Industrial Park at Kolb and Valencia Roads.

*** **Hughes Aircraft Co.** relocated between 200 and 300 California employees .

*** **Lundby of Sweden, USA, Inc.** leased 12,000 square feet in the Broadbent Interstate Center. Lundy will initiate their distribution operations with 10 employees.

*** **Enterprise Publishing**, a new company TEDC helped get started, began employing 3 people.

*** **National Computer Estimating** started operations in northeast of Tucson in 1,000 square fee of office space and will employ 6 Tucsonans.

*** **Guthrie Latex Inc.**, a subsidiary of KGB Corporation, a Malaysian latex and palm oil producer announced plans to locate in the northwest and employ 14 individuals.

*** **Baja Manufacturers** leased 12,000 square feet at Tucson Industrial Center. Baja plans to employ 100 people and is considering bringing other portions of this family owned business to Tucson.

*** **Not Real Foods** initiated operations and is anticipated to grow into a work force of 50. This company is a plastics manufacturer of imitation food used in restaurant displays and in the entertainment field.

*** **Oester, Riccobono & Associates** started operations of their law office with 5 employees.

*** **The Omega Group Research Lab**, the sole distributer of the Avante cosmetic products in the U.S., leased 7,000 square feet in the Eastside Research Park.

*** **Confederation Life Insurance Company** announced the opening of a new regional claim headquarters in Tucson. They leased space at Ina Corporate Center and will initially employ 90 Tucsonans.

*** **Western Entertainment Center**, a project of K Bar C, began initial purchase and zoning plans required for this very welcome addition to Tucson's entertainment and tourist attraction base.

Source: Tucson Economic Development Annual Report, 1988.

the RRC (placement assistance and pre-layoff activities), Operation SER (intake placement), and the Pima Community College Skill Center (recruitment, eligibility, and enrollment). With over 20 sources of funding and a data bank of 20 to 25,000 job applicants, DES is involved in several aspects of the response when a company either expands or locates in Tucson. For instance, a telemarketing firm recently decided to locate in Tucson, and through TEDC coordination, meetings were held to discuss how to train and employ approximately 800 people. DES, through a contract with PCCSD, will screen job applicants and start the intake process, including the administration of aptitude tests to JTPA-eligible applicants. It will forward the data to PCCSD. DES is also helping to coordinate training, which will involve a first phase of classroom training, and a second phase of OJT.

Sometimes employers call DES directly to inquire about labor market and demographics issues.

Funding for Title II-A was $2.5 million and $1 million for Title III in 1989. Additionally, PCCSD has been awarded $110,000 in 1989 from State vocational education funds (a portion of the eight percent set-aside funds from the Department of Education) for its homeless program.

Outcomes. PCCSD manages performance-based contracts with its training contractors. Table 1 shows performance outcomes for the Service Delivery Area (SDA) for Program Years 1985 to 1988. Table 2 shows reported activities for each major contractor during Program years 1987 to 1988.

Summary

Economic development and job training activities have been described in some detail. It was reported that PIC performance standards have risen above those of Department of Labor (DOL), and all the participating organizations have consistently exceeded the JTPA standards (see Table 3). The collaboration and communication among the various organizations is apparent, in both the overlapping memberships and the operating practices. How the activities are formally linked through PCCSD is discussed in the next section.

Table 1

TITLES II-A AND II-B SERVICE VOLUME, BY YEAR

Category	PIC Program Year			
	1984-1985	1985-1986	1986-1987	1987-1988
Expenditures for Titles II-A and II-B ($000)	3,932	4,124	4,372	3,665
No. of Participants, Title II-A	966	868	1034	909
No. of Summer Youth	867	909	1112	839
Proportion of Participants Removed from AFDC	n. a.	n. a.	n. a.	n. a.

n. a. = not available

Table 2

NO. OF TITLES II-A AND II-B PARTICIPANTS, BY SERVICE PROVIDING AGENCY

Service Providing Agency	PIC Program Year			
	1984-1985	1985-1986	1986-1987	1987-1988
Pima Community College Skill Center	386	330	343	324
Operation SER	456	511	586	578
Tucson Urban League	207	237	320	320
Tucson Manpower Development	1,363 *	1,108 *	937 *	1,039 *
Other	967	691	784	564
TOTAL	3,379	2,877	2,970	2,825

* Youth only

Table 3

PERFORMANCE STANDARDS MET, BY YEAR

Standard	PIC Fiscal Year			
	1984-1985	1985-1986	1986-1987	1987-1988
Adult Entered Employment Rate	n. a.	75.97% ✓	69.57% ✓	68.8% ✓
Adult Cost per Entered Employment	n. a.	$2,268 ✓	$2,223 ✓	$2,726 ✓
Adult Welfare Entered Employment Rate	n. a.	80.21% ✓	69.96% ✓	68.9% ✓
Adult Average Wage at Placement	n. a.	$4.78 ✓	$4.89 ✓	$5.01 ✓
Youth Entered Employment Rate	n. a.	43.13% ✓	39.23% ✓	43.7% ✓
Youth Cost per Entered Employment	n. a.	n. a.	n. a.	n. a.
Youth Positive Termination Rate	n. a.	83.29% ✓	82.32% ✓	78.6% ✓
Youth Cost per Positive Termination	n. a.	$1,440 ✓	$1,917 ✓	$1,831 ✓
Bonus and Incentive Funds	*	48,139	169,739	141,834

(First year of PIC's operations = 1983-1984)

* Incentive Funds are paid in the year following the year when performance standards were exceeded

n. a. = not available

✓ = Performance standard met

✗ = Performance standard not met

C. How Links Among Agencies Improved Program Effectiveness

The preceding section documented economic development and job training activities in Pima County. The extent to which these activities have been coordinated is the subject of the present section. The goals of economic development and job training programs are closely related. It is difficult to attract business into the area or encourage existing businesses to expand if people do not posses the skills by those industries. Similarly, if there is not effective communication and collaboration among the organizations involved in economic development and training activities (informal or formal), there can be a lot of manpower wasted resulting in few productive outcomes for the region. This can lead to frustration on the part of the organizations that are committed to achieving their specific missions and suggest to them false or misleading reasons for the failure of the system. Currently, there are mixed views and commitments on the part of different local leaders regarding where the emphasis should be placed for economic development of Pima County. For example, feelings about developing the manufacturing industry are equal to those for developing the services sector. All agree that development of the support services will follow any major influx of major industry and therefore contribute to the overall economy.

Extent of Coordination

Communication among agencies in Pima County is close, evidenced by the operating procedures among organizations involved in economic development and job training, and by overlapping memberships among the economic development and training organizations, and the PIC.

For example, when a business representative visits Tucson to discuss relocation or start up possibilities, a roundtable of local leaders is formed. This meeting discusses the local labor market, training opportunities, and reviews other demographic information. One or more economic development organizations, PCCSD, one or more training organizations, and possibly a developer or real estate spokesperson are

represented. They communicate current trends and support cooperative initiatives.

In addition to the roundtable process, the EGS contracts, and overlapping memberships, Pima County agencies are linked by informal networks among longstanding colleagues. Leaders are quickly aware of incoming or expanding business as it happens; however, there is little active coordination performed from a planning perspective by PCCSD. That is, various officials can receive the information that an employer is considering a relocation to the Tucson area, and it is incumbent upon them to communicate with the other relevant parties.

With the onset of an economic development council that aims to coordinate and fund all economic development activities in Pima County, there seems to be opportunity for PCCSD to streamline its efforts. It appears to be an opportunity to engage in more formal linkage activities, such as increasing the number of first source agreements, and marketing JTPA programs to a collective audience. This might be especially rewarding in the "balance of county" (BOC) that has been hard-to-reach both in terms of economic development and job training. PCCSD currently contracts for Ajo residents to be transported to Tucson for job training and job placement. Through the identification of appropriate industries--e.g., tourism--PCCSD could coordinate with the training contractors for skills training of the local population. The population in Ajo has dropped from five to 6,000 people, at the height of the mining industry, to approximately 3,000 in 1989.

Linkage Activities

There are specific linkage activities that can be described that characterize the collaboration among economic development and job training activities in Pima County.

The PIC as a Coordinating Body. The PIC's membership represents a diverse group from every sector of the community, sharing common goals in serving the short- and long-term needs of Pima County. Membership has remained relatively stable, at least organizationally; some of the individuals within organizations have changed. Representation is as follows:

- Business: There are eight representatives from local business, including small and large firms;
- Economic Development Organization: There is a representative from TEDC;
- Education and Training Organization: Six education and training institutions are represented;
- City Council: There are two representatives from the City Council;
- Public Agency: There are three public agencies represented;
- Community-Based Organization: There is representation from the Pascua Yaqui Tribe; and
- Labor: Three labor unions are represented.

It was reported that, although there is potential for a conflict of interest among the members, the group uses its diversity as a strength; when the occasion arises for a potential conflict, either the party in question leaves the discussion, or individual loyalties are set aside for the common goals of the entire group. There has been a lot of growth reported since the inception of the PIC in 1982, including the learning of joint problem-solving, how the JTPA system works and how to market the services, and how to develop a valuable network, representative of the entire area, that works to enhance the effectiveness of the PIC as a coordinating body. It should be noted that several reports claimed the network among local leaders existed before JTPA and the formation of the PIC. However, as it develops its coordinating role, and the benefits are increasingly felt, one local official reported that the PIC could be better utilized in modeling partnerships and accomplishing county objectives.

Partnership between Pima Community College and the RRC. A training resource illustrative of the collaboration between economic development and job training is the partnership between Pima Community College (PCC) and the RRC. The RRC shares half the funding for the

salary of a full-time professional with PCC who assists JTPA-eligible clients enroll for appropriate courses that will give them credit and prepare them for re-entry into the job market. Assistance includes academic counseling, vocational testing, access to the college's job bank, and arrangements for needs base payments and child care services. This directly satisfies linkage criteria, since PCC conducts numerous community outreach activities and is actively involved in Tucson economic development (e.g., the President sits on Pima County Economic Development Council; a PCC representative sits on the PIC).

For example, in 1988, Pima Community College managed a study entitled "1988 Vocational Education County Plan for Pima and Santa Cruz Counties." Planning for future vocational education needs included forecasts of economic development for the region, and representatives of economic development organizations served on the task force. Labor Market Information (LMI) "Occupational Employment Forecasts" was a key planning tool and was distributed for use by training agencies and County Planning Groups.

Employment Generating Services Contracts (EGS). As mentioned earlier, there are EGS contracts between PCCSD and the two primary economic development organizations, TEDC and TLDC. These represent formal linkages whereby PCCSD funds are allocated to TEDC and TLDC each year through performance-based contracts that require achievement of standards within the following three specific criteria in order to receive compensation: (1) number of firms assisted; (2) number of employment opportunities created; and (3) number of job placements attributed to the EGS activity. Anecdotally, the concern of TEDC and TLDC is that, as EGS organizations, they are involved in job creation, not job placement, and in fact, do not have any control over or participation in the job placement process. This presents barriers for them in meeting the standard for the third criterion.

Joint Presentations to Prospective Employers. One of the most common linkage practices, though somewhat informal, is the coordination of a roundtable discussion during a meeting with a prospective employer. Whoever receives the initial inquiry from the employer will usually communicate with some of the other participants and organize a

meeting when the employer's needs and the county's capabilities can be discussed and matched. This, however, is not a routine meeting--it depends on the person who received the initial call.

D. PERSONS INTERVIEWED

State Representative

Henry Granillo, Jr., Arizona Department of Economic Security, Job Services (Program Manager, Tucson District Office).

County Government

Henry G. Atha, Director, Community Services Department, Pima County, Arizona.

Jim Calderwood, Employment Specialist, Regional Re-Employment Center, Community Services Department, Pima County, Arizona.

Arthur E. Eckstrom, JTPA Manager, Community Services Department, Pima County, Arizona.

Dan Eckstrom, Chairman of the Board, Board of Supervisors, Pima County, Arizona.

Raul M. Grijalva, Supervisor, District 5, Board of Supervisors, Pim County, Arizona.

Larry Lucero, JTPA Program Manager, Community Services Department, Pima County, Arizona.

Craig L. Palmquist, Special Projects Coordinator, Regional Re-Employment Center, Community Services Department, Pima County, Arizona.

Armando Sanchez, Director, Regional Re-Employment Center, Community Services Department, Pima County, Arizona.

PIC Representatives

Richard D. Hoover, Chair, Planning Committee, Pima County PIC, Pima County, Arizona; Commissioner, Arizona Veterans Service Commission, Tucson, Arizona.

James E. Mize, Chair, Pima County PIC, Pima County, Arizona; Manager, Personnel Administration, Human Resources, Hughes Aircraft Company, Missile Systems Group, Tucson, Arizona.

Economic Development Organizations and Representatives:

City Manager's Office, Tucson, Arizona: Kendall Bert, Economic Development Director.

Tucson Economic Development Corporation, Tucson, Arizona: Luci Ponticelli, Client Services Representative.

Tucson Economic Development Program, Tucson, Arizona: Michael W. Walker, Project Manager, Procurement Outreach Program.

Tucson Local Development Corporation, Tucson, Arizona: Rosie Roediger, Executive Director.

Tucson Local Development Corporation, Tucson, Arizona: Richard V. Jeffrey, Loan Officer.

Pima County Service Providers

Job Service of Arizona: Henry Granillo, Program Manager.

Operation SER: Ernie Urias, Director.

Pima Community College: Carol Gorsuch, Acting Executive Vice President, Academic and Student Affairs.

Pima Community College (District Service Center): Bob Mathis, M.Ed., PCC/JTPA Coordinator.

Pima Community College (Community Campus): Carl Webb, Dean of Instruction.

Pima Community College Skill Center: Mary Hammann, Director.

Project PPEP: John David Arnold, Ph.D., Executive Director.

Employers of JTPA Clients

Ronald K. Hamel, Plant Manager, Huck Manufacturing Company, Aerospace Fastener Division, Tucson, Arizona.

David L. Knight, President, Cardinal Castings, Inc., Tucson, Arizona.

Jay McKenzie, Affirmative Action Outreach Recruiter, The University of Arizona, Tucson, Arizona.

James E. Mize, Manager, Personnel Administration and Human Resources, Hughes Aircraft Company, Missiles Systems Group, Tucson, Arizona.

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CASE TWO

SUSQUEHANNA REGION PIC, INC.

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Case Study of Economic Development and Job Training Linkage in Harford and Cecil Counties, Maryland

A. The Economic and Institutional Setting

The Economic Setting

This case study covers Harford and Cecil Counties in northeast Maryland--located at a transportation hub between Baltimore, Maryland, and Philadelphia, Pennsylvania. Harford County is suburban and Cecil County is rural. Harford County's economy is based on services and light manufacturing and is a bedroom community for Baltimore. Cecil County is a farming community with a growing transportation services industry. Both Counties see a growing transportation services market as a goal of economic development. Geographically, Harford covers 448 square miles and Cecil covers 352 square miles (see Figure 1).

The Institutional Setting

Central Organization. The Susquehanna Region Private Industry Council, Inc. (SRPIC) coordinates economic development (ED) and training for both Counties--bringing together departments of employment and training, chambers of commerce, community colleges and related social and civic organizations (see Figure 2).

The SRPIC is a non-profit 501(c)(3) corporation. It is the administrative entity for all job training funding sources. Its by-laws establish SRPIC as a business, which the founding Board of Directors believed was essential to its success because it would avoid the bureaucratic abuses that characterized some CETA organizations. SRPIC complies with the Job Training Partnership Act and the Maryland Department of Economic and Employment Development's procedures. Nominations for PIC directors were solicited from the community's business organizations, education agencies, and human service providers. The 25 members, 13 from Harford County and 12 from Cecil County, were appointed by the County Commission Chair in Cecil County and the County Executive in Harford County--the respective local elected officials. The business/industry participation (70 percent of the board) ensures

Figure 1

LOCATION OF HARFORD AND CECIL COUNTIES, MARYLAND

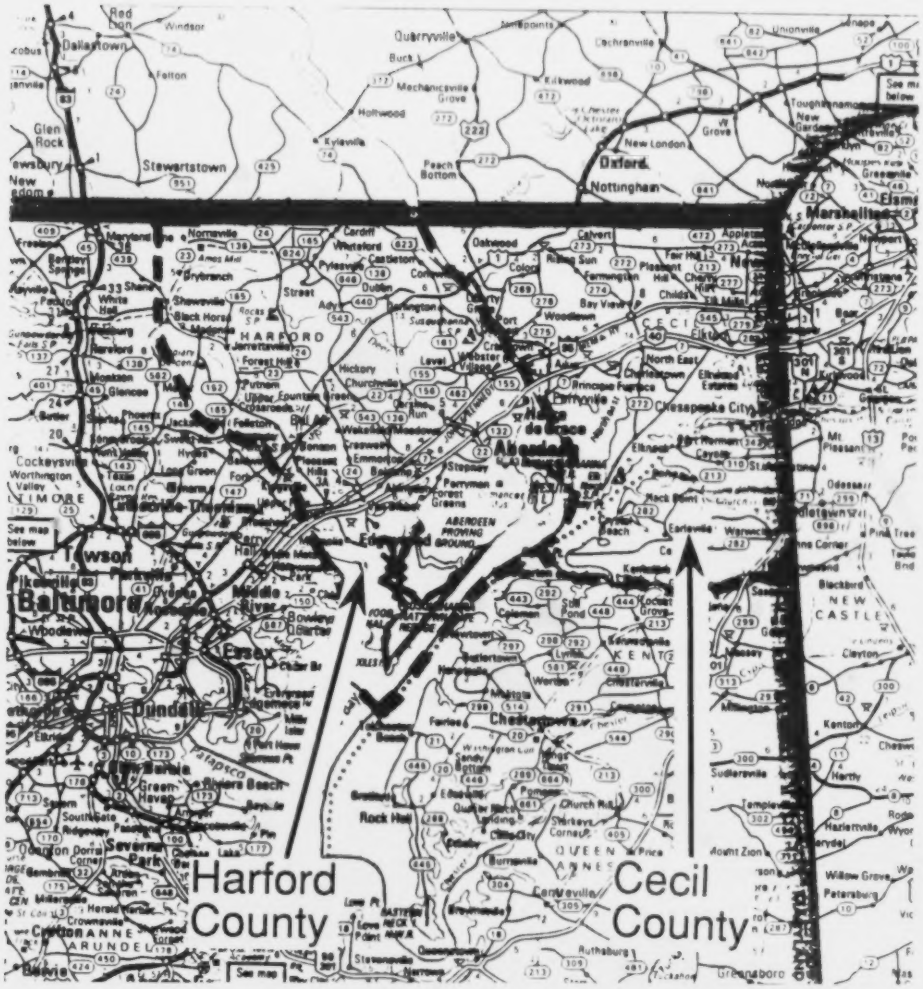
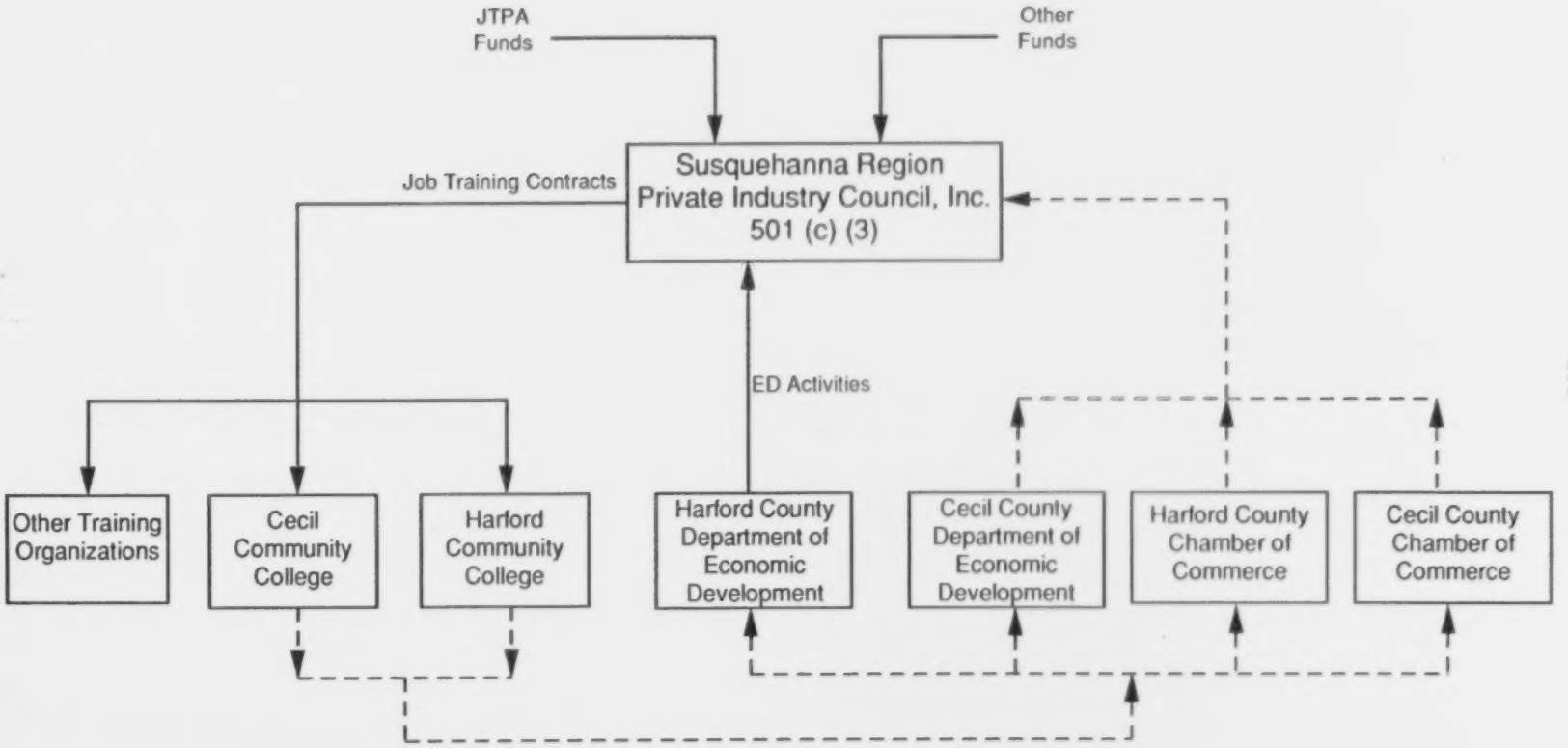


Figure 2

LINKS AMONG ORGANIZATIONS IN
HARFORD AND CECIL COUNTIES, MARYLAND


JTPA Funds
Other Funds
Job Training Contracts
Susquehanna Region Private Industry Council, Inc. 501 (c) (3)
ED Activities
Other Training Organizations
Cecil Community College
Harford Community College
Harford County Department of Economic Development
Cecil County Department of Economic Development
Harford County Chamber of Commerce
Cecil County Chamber of Commerce
= Formal Agreements or Contracts
= Overlapping Memberships or Informal Arrangements

that SRPIC programs reflect the needs of local employers. The by-laws establish performance-based measures for PIC staff and leadership to hold them accountable for "bottom-line productivity."

The 25-member SRPIC consists of an Executive Committee of ten and three sub-committees that report to the Executive Committee and SRPIC: a Program Committee responsible for evaluating training proposals and training needs, an Employment Generating Committee responsible for identifying ways and means of creating jobs, and a Budget/Finance Committee. Under the Executive Director, managers head finance, operations, programs and training contracts, and coordinate in-school youth programs, summer youth programs, and job development. Both Counties employ counseling supervisors.

Each County has a Department of Economic and Employment Development whose activities are coordinated with the SRPIC. Intake centers in each Counties' Economic and Employment Development Departments counsel clients and determine eligibility, and identify, train and place clients in local business and industry. SRPIC staff also work with the Counties' economic development officials to coordinate ED activities (Table 1 lists these ED organizations). SRPIC members are members of both chambers of commerce and link chamber members to SRPIC activities. The community colleges in both Counties also play key roles recruiting and training workers, and providing economic development services to local businesses. The school systems in both Counties contribute to SRPIC activities through job training, remedial education, and drop-out prevention.

Initiation of Linkage Activities. The Job Training Partnership Act encouraged business leaders in Harford and Cecil Counties to improve economic development and job training activities and to design a job training system with fewer governmental constraints. Under the former CETA program, Harford County (population 163,000) was a part of the Baltimore Prime Sponsor. But because the Prime Sponsor was large and served a diverse economy, the County received few funds and gained little from this relationship. Also under CETA, Cecil County (population 70,000) was part of the Eastern Shore, Md. Prime Sponsor. The County was not comfortable with this association as it was

Table 1

KEY ECONOMIC DEVELOPMENT ORGANIZATIONS
IN TWO COUNTIES

Type of Organization	County	
Chamber of Commerce	Cecil County Chamber of Commerce staff and newly formed members = 250	Harford County Chamber of Commerce members = 800
Committee of 100	n.a.	n.a.
Economic Development Agency	County Commission Cecil County Office of Economic Development	County Advisory Board Dept. of Economic Development
Development Authority	n.a.	County Commission Planning Agency

n.a. = not applicable

geographically separated from the Eastern Shore and its economy differs--the Eastern Shore is primarily maritime, whereas Cecil is primarily farming and transportation. Collaboration made sense from both a business and geographical perspective.

The SRPIC was organized and incorporated in the spring of 1983. Within six months, the SRPIC had begun to develop its organization and to prepare an annual plan. A Board of Directors was elected at its first organizational meeting on June 22, 1983 and SRPIC was certified as an SDA by Governor Harry Hughes on July 27. SRPIC submitted a preliminary Annual Plan on July 30, engaged an Executive Director on August 15, and hired staff between September and December of 1983. Full SRPIC program operations began in January 1984.

SRPIC has been funded in part from the Job Training Partnership Act (under Titles IIA, IIB, III, JTPA three percent, six percent, and IVC provisions) and in part from Maryland's Tomorrow Program, Maryland State Allowance, Investment in Job Opportunity and Demonstration Programs, local funds, federal Food Stamp, ESP and WIN Programs and other miscellaneous sources. Total funding in fiscal year 1988 amounted to $2,548,467.

Implementation. SRPIC was a collaborative effort between the Harford County Executive and the President of the Cecil County Commissioners, formalized through a memorandum of agreement. Harford County agreed to act as the grant recipient and as the lead County for the SDA, and the SRPIC would administer the SDA plan.

From October 1983 to June 1984, SRPIC was engaged primarily in research, education, development, and planning. During this transition, the SRPIC reviewed local labor market information and client needs, taught itself the job training and employment business, evaluated programs, developed an organizational mission, created administrative procedures and management systems, and set forth its services and activities plan for Program Year (PY) 1984.

During the first full operating year (PY84), the SRPIC carried out its plan by increasing the number and variety of direct training and employment services for eligible people resulting in a 111 percent increase of client enrollments (from 424 to 897). To place its growing

number of program graduates, SRPIC developed "The SOURCE!" to market its programs, using a business-to-business approach. To gather more information on local labor market needs, SRPIC surveyed local employers. The SRPIC and the County Directors of Economic Development began a four-phase economic development program to generate jobs in the SDA for the eligible population.

Summary. The SRPIC undertook economic development initiatives because it realized that a key to the quality of life in the region was a healthy and viable economy. Job training was an essential ingredient.

The distinctive feature of SRPIC is its emphasis on interorganizational coordination and collaboration.

B. Economic Development and Job Training Activities Attributable to Links Among Organizations

Economic development and job training activities in this case study are managed by the SRPIC, using JTPA job training programs and other State sponsored programs. These programs are described in this section. Section C describes the extent to which these activities have been coordinated. That section explains the role of the SRPIC in linking these activities.

Economic Development Activities and Outcomes

Activities. To provide economic development services efficiently, the SRPIC's Executive Director employs administrative and support staff who plan and operate SRPIC's services. SRPIC's main economic development activity began when it hired the Fantus Company in April 1985, who prepared a marketing plan identifying economic development activities for SRPIC. This effort was funded by economic development funds from both Counties, with an equal match from the SRPIC (using JTPA 78 percent funds). The SRPIC's approach to meet this objective was coordinated with the local counties' directors of economic development which identified a four-phase plan.

The first phase of the plan, a study entitled, "Comparative Opportunities Base Study" for the New York to Washington, D.C. corridor, attempted to identify the strengths and weaknesses of the Susquehanna Region. The second phase of the plan was the selection of target industries (manufacturing, wholesale trade and clerical) and recommendations on how to market the region to them. Phase three consisted of developing marketing plan strategies. Phase four began with the development of marketing material, "The PEAKE of the Chesapeake," which was mailed to 31,600 firms in selected SIC codes that had been identified through the research (see Vignette #1). 270 responses were received. Each respondent immediately received a brochure promoting the region accompanied by a letter from the SRPIC's executive director and a questionnaire asking what additional information might be required.

Vignette #1: THE "PEAKE" CAMPAIGN

The "PEAKE" campaign has created a sense of community spirit and pride in the business community in the Susquehanna Region. Through this public relations campaign, businesses which actually did not participate in community, civic, or economic development activities earlier have now become a part of this overall effort. The "PEAKE" has provided an overall identity to this community, which earlier suffered from an image as either rural Maryland, in the case of Cecil County, or suburban Baltimore for Harford County.

In Program Year 1987, the fifth phase of the campaign involved contacting all respondents by telephone. The purpose was to put respondents in touch with the region's economic development agencies. For example, if the SRPIC received a call concerning a prospective firm's interest in relocation into the two-county area, the SRPIC would first send out the specific marketing materials prepared for that purpose. The SRPIC Executive Director would then contact each of the Economic Development Directors in the two Counties' Departments of Economic Development. Each County Office of Economic Development provides similar services, including:

- Marketing the County for new businesses to relocate;
- Helping local businesses to expand;
- Developing programs that create job and career opportunities for Harford and Cecil Counties' residents; and
- Developing and promoting tourism.

If a County Economic Development Director determines that a prospective firm is seeking to relocate or expand its business, and he determines that the other County might be more suitable to the firm's needs, a cross-contact with the other County is established.

Other economic development activities on the part of SRPIC have also included assistance to firms relocating into the region. Two examples have been Omega Plastics in Cecil County, and Key Operations, which relocated its credit card operations to Harford County.

Outcomes. SRPIC promoted Industrial Revenue Bonds (IRBs) to help the following businesses to start or expand: 1) A. O. Smith - 60 new jobs; 2) Fellows Manufacturing - 92 new jobs; 3) Channel Home Centers - 200 new jobs; 4) Merry-Go-Round - 475 new jobs; and 5) Fast Food Merchandisers - 50 new jobs.

Baycraft Fiberglass Engineering has employed many SRPIC-sponsored employees and the Harford County Electrical Contractors Association has

worked with the SRPIC and Harford Community College to "seed" an apprentice program for electrical workers. Table 2 reports the job creation outcomes of the economic development activities.

Job Training Activities and Outcomes

SRPIC employment and training services are given high visibility through "the SOURCE!" marketing campaign (see Vignette #2). They emphasize on-the-job training and formal skills training programs, usually sponsored under Titles II and III of JTPA, but also offer job search assistance and counseling, remedial skills education, youth programs, and direct placement.

SRPIC staff and County employment and economic development staffs coordinate to place quality employees in businesses. Communication between the SRPIC coordinators and County employment and training counselors is made easy by the sharing of office space. Other related social service support mechanisms are also integrated into the delivery mechanism through referral at both Counties' employment offices.

Harford Community College and Cecil Community College are also partners in delivering services. Both Colleges have designated representatives to the SRPIC's board and have designated operational points of contact for program development, coordination, and delivery. The President of Cecil Community College is the Treasurer of the SRPIC executive committee and the first Executive Director of the SRPIC was the Dean of Continuing Education of Cecil Community College. The Harford County Public Schools and Cecil County Public Schools also provide adult education and other educational activities as part of the collaboration (see Vignettes #3 and #4).

Institutional skills training is the focus of SRPIC initiatives. A variety of service providers and approaches have been utilized, including local educational agencies, private for-profit employers, trade associations, and private nonprofit organizations. The population served includes disadvantaged youth and adults (Title II-A), dislocated workers (Title III), and veterans (Title IV-C). Collaborative programs include:

Table 2

JOB CREATION OUTCOMES
OF ECONOMIC DEVELOPMENT ACTIVITIES

Company	Number of Jobs Created
Cecil County	
IPI	40
Petro Truckstop	175
Outdoor Sports	25
Liqui-Box	60
Omega Plastics	50
Majestic Industries	450
New Angle Gear	15
Fleming Companies (Royal Food)	200
Harford County	
May Company (Lord & Taylor)	60
Razzamatazz, Inc.	12
Independent Can	20
Modular Components National	25
Merry-Go-Round Enterprises	475
Baycraft Fiberglass Engineering	30
Tic Gums, Inc.	40
Key Federal	60
Charles Engineering	3
Showerings/Anheuser Busch	3
Herbert Kannegiesser Company	10
Diversified Signs	14
Old Bay Trucking	6
Sky Brothers	50
Harford Systems	41
A.O. Smith	60
Fellows Manufacturing	92
Channel Home Centers	200

Vignette #2: THE "SOURCE!"

In order to position the SRPIC as a first source for meeting employment/training needs, a descriptive trade name for merchandising employers was established. "The SOURCE!" was chosen as the marketing term to be used.

All communications directed at business audiences broadcast "The SOURCE!" as an employers' service of the Susquehanna Region Private Industry Council. Direct placement, on-the-job training, employee pre-screening, etc., are described as services available from "The SOURCE!" A special logo was developed for use in literature, billboards, etc.

"The SOURCE!" is a high impact name that promotes a "business-to-business" approach to meeting employers' needs. A series of targeted communications is used among selected audiences. The methods include direct mail, newsletters, press releases, billboard advertising, radio announcements, a slide show, and brochures. The primary audiences are economic development interests, private employers, service and professional organizations, social service agencies, the news media and public officials.

Employer response to "The SOURCE!" shows that the SRPIC has been recognized as a viable alternative to meeting employment needs.

Vignette #3: SRPIC's VISION OF THE FUTURE - PARTNERSHIPS

As part of its proactive approach to economic development, SRPIC is working with Harford and Cecil Counties' Public Schools and the two chambers of commerce to encourage individual businesses to form partnerships with local schools. Business leaders and staff of local firms work within a school to help children understand the business community and world of work, as well as to motivate and assist youth to become more academically literate.

Vignette #4: HARFORD COMMUNITY COLLEGE'S MISSION IN ECONOMIC DEVELOPMENT

In an unusual step, Harford Community College (HCC) has adopted economic development in its policy and mission statement. With this commitment to economic development, HCC now is beginning to formulate specific plans for its involvement in local economic development, including small business development seminars, corporate customized training, and other services.

- Construction crafts in cooperation with the Home Builders Association of Maryland, consisting of eight weeks of classroom training in basic construction skills followed by five weeks of OJT with members of the Home Builders Association of Maryland or other appropriate private sector employers;

- Clerical skills through agreements with Harford and Cecil Community Colleges, to provide clerical skills training leading to entry-level employment in the field;

- Licensed Practical Nurse training, in cooperation with Cecil Vocational-Technical Center and Harford Community College;

- Dental Office skills training, in cooperation with Harford Community College and local area dentists;

- Work Adjustment/Employability skills training through the Community Services Cooperation, a private nonprofit organization that provides employment and training services under contract to the SRPIC for eligible Cecil County residents;

- Childcare program, offered at Harford Community College, and designed to train individuals for entry-level career positions in the childcare field;

- Individual job training referrals in a variety of occupational fields, through employment training agreements with Harford and Cecil Community Colleges, the Cecil Vocational-Technical Center, and other vocational providers; and

- Tractor-Trailer Driver Training course, a JTPA-sponsored program that includes both classroom instruction and practical experience with Cecil Community College (see Vignette #5).

The SRPIC also sponsors youth programs using the facilities and staff at the two Community Colleges. These programs combine remedial basic skills training, GED preparation, and selected employment experiences. Classes are open-entry, open-exit, to permit students to work

Vignette #5: TRUCK DRIVING SCHOOL

An early undertaking by Peter Wood, the founding chair of the SRPIC, was a training academy for a growing tractor-trailer operations in the Susquehanna Region. The tractor-trailer driver training course is JTPA-sponsored and includes both classroom instruction and practical experience behind the wheel of diesel tractor-trailers on nearby streets and highways. Unique in the region, Cecil Community College has received high ratings from the Maryland Department of Transportation. The school operates in cooperation with participating industry, Cecil Community College, and the SRPIC.

and progress at their own pace. The SRPIC also helps welfare recipients to find work under the Investment in Job Opportunities Program.

Finally, to better match job training to economic development, the SRPIC's Employment Generating Committee meets monthly to monitor closely regional employment opportunities and job needs. To identify labor qualified to fill job vacancies, the SRPIC has three intake centers: two in Harford County (Aberdeen and Bel Air) and one in Cecil County (Elkton). Tables 3 and 4 present the SRPIC's job training outcomes. SRPIC's exemplary record of job training led to the awarding of performance bonuses by the Maryland Department of Economic and Employment Development.

Summary

This section has documented the economic development and job training activities and outcomes of the Susquehanna Region Private Industry Council. Although economic development outcomes per se--due to their complex nature--are not readily attributable to specific causal events, a large proportion of the outcomes in the region and its two Counties appear to be related to the SRPIC's activities. The degree to which these economic development and job training activities have been deliberately coordinated is the subject of the next section of this case study.

Table 3

TITLES II-A AND II-B SERVICE VOLUME, BY YEAR

Category	PIC Program (Plan) Year			
	PY 84	PY 85	PY 86	PY 87
Expenditures for Titles II-A and II-B ($000)	1,556	1,856	1,615	1,597
No. of Participants, Title II-A	964	1,002	980	779
No. of Summer Youth	383	409	342	308
Proportion of Participants Removed from AFDC	n. a.	n. a.	n. a.	n. a.

n. a. = not available

Table 4

PERFORMANCE STANDARDS MET, BY YEAR

Standard	PIC Program Year			
	1983-1984	1984-1985	1985-1986	1986-1987
Adult Entered Employment Rate	67.04% ✓	63.41% ✓	74.87% ✓	71.79% ✓
Adult Cost per Entered Employment	$2,417 ✓	$2,340 ✓	$2,572 ✓	$2,634 ✓
Adult Welfare Entered Employment Rate	54.37% ✓	54.89% ✓	60% ✓	64.44% ✓
Adult Average Wage at Placement	$4.70 ✓	$4.74 ✓	$5.13 ✓	$5.54 ✓
Youth Entered Employment Rate	58.37% ✓	51.65% ✓	53.14% ✓	46.55% ✓
Youth Cost per Entered Employment	n. a.	n. a.	n. a.	n. a.
Youth Positive Termination Rate	68.42% ✓	67.03% ✓	73.60% ✓	74.55% ✓
Youth Cost per Positive Termination	$3,245 ✓	$3,316 ✓	$3,033 ✓	$2,456 ✓
Bonus and Incentive Funds	*	$122,343**	$67,836	$51,047

(First year of PIC's operations = 1983-1984)

n. a. = not available

✓ = Performance standard met

✗ = Performance standard not met

* Bonus program began in PY 84-85

** Incentive awards for FY 84 (1983-84) and PY 84 (1984-85) were combined.

C. How Links Among Agencies Improved Program Effectiveness

The preceding sections have documented economic development and job training activities in the two Counties served by the Susquehanna Region Private Industry Council, Inc. The extent to which these activities have been coordinated is the subject of this section.

The principal reason for linking economic development and job training activities is to permit tandem use of pertinent resources. Illustratively, the transportation industry is a major and growing component of SRPIC's economic base. If specific economic development tools, such as targeted marketing, are used to stimulate further growth, the job training activities would be more effective if directed at the development of skills required by firms in the transportation industry.

Extent of Coordination

It has been noted that organizations are linked by sharing common board members. Those participating believe their collaborative relationships are useful and demonstrate an unusual "esprit de corps".

Linkage Activities

Cross-Organizational Memberships. Shared memberships provide both formal and informal links that encourage effective communication. For example, when the need for dental assistants surfaced at a Harford County Chamber of Commerce meeting, this information was transmitted to the SRPIC and the Harford Community College because the college's Dean of Community Services served on the Chamber of Commerce. The result was the creation of a training program at the college. Program graduates were placed through publicity distributed by the Chamber of Commerce and the SRPIC. Cecil Community College's truck driver training program succeeded through the same collaboration. Both Chambers of Commerce promote this program to their members and work with the Counties' departments of economic and employment development to recruit potential trainees.

Collaboration has also led to the development and expansion of educational programs such as basic literacy education. Because members of the SRPIC Board of Directors and County educational leaders expressed concern, business had begun to support public schools. Programs such as "adopt a school" have been publicized and have become popular.

Creation of New Chamber of Commerce. The two Chambers of Commerce have been crucial to collaboration. The Harford County Chamber of Commerce has about 800 members whereas the Cecil County Chamber of Commerce has about 250 members. The Chambers of Commerce, SRPIC's Board of Directors and staff, community colleges, and departments of economic and employment development share members.

The collaboration of the businesses in both Cecil and Harford Counties brought about by their involvement in SRPIC has led to a new organization and role for the Cecil Chamber of Commerce. It formerly represented both New Castle County, Delaware, and Cecil County, Maryland. In its new role, Cecil County Chamber of Commerce, with offices in the Cecil Community College, provides direct services and representation to Cecil County business and industry.

Cecil County has pockets of low-income and unemployed persons who are successfully served through the use of SRPIC's Youth Employment Training Program, summer employment readiness education in governmental agencies, and the assistance to a training and remedial education center in Elkton, operated by Cecil Community College. The State Department of Economic and Employment Development and the U.S. Small Business Administration have also sponsored a small business development center in this location.

Multi-Program Administration. Linkage also results from the breadth of the SRPIC's programmatic activities. Unlike most PICs, the SRPIC administers a variety of publicly-supported programs--not just those of JTPA. The SRPIC operates as an entrepreneurial nonprofit organization, preparing proposals and seeking funds for economic development, job training, and related activities. Joint administration allows greater coordination than if activities were administered by separate agencies.

Summary. Overall, the linkage of job training and economic development in the Susquehanna Region of Maryland has produced desired and documented outcomes. This success grows out of the SRPIC's distinctive performance orientation that identifies objectives for each staff member, not just the SRPIC as a whole (see Vignette #6).

Vignette #6: PERFORMANCE STANDARDS FOR THE SRPIC's STAFF

A unique feature of the SRPIC's organization is its management structured to operate like a business: performance is the "bottom line." From the time of its initial charter, the SRPIC and its management were hired, supervised, and evaluated on a performance-based set of objectives and goals. Each staff person is set realistic performance objectives--mutually agreed upon and aggressively pursued. The results have been demonstrated through the SRPIC's success in attaining its development and job training attained objectives.

D. PERSONS INTERVIEWED

PIC Representatives

Ms. Diane Ford, Executive Director of Susquehanna Region Private Industry Council, Inc.

Mr. Ralph Jordan, President of the Susquehanna Region Private Industry Council

Community College Representatives

Dr. Phyllis Della Vecchia, Dean of the College, Harford Community College

Dr. Robert Gell, President of Cecil Community College and Treasurer of SRPIC

Dr. James LaCalle, Associate Dean for Continuing Education, Harford Community College

Local Business Representatives

Mr. Chick Hamm, Senior Vice President of Forest Hill State Bank, and Chair of the Program Committee, SRPIC

Mr. Peter Wood, President of Peninsula Industrial Park, and former President of SRPIC

Chamber of Commerce Representatives

Ms. Theresa Bearden, Executive Director of Cecil County Chamber of Commerce

Mr. Chuck Boyle, President of Harford County Chamber of Commerce

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CASE THREE

CHESTER COUNTY PARTNERSHIP FOR
ECONOMIC DEVELOPMENT, INC.

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Case Study of Economic Development and Job Training Linkage in Chester County, Pennsylvania

A. The Economic and Institutional Setting

The Economic Setting

This case study covers a single county adjacent to the city of Philadelphia, Pennsylvania. Chester County is primarily a suburban community; however, its northern and western outlying areas and communities still retain rural lifestyles. Figure 1 shows the location of Chester County in relation to southeastern Pennsylvania.

The County covers approximately 762 square miles. The County is still experiencing residential growth, and its population exceeds 346,000. The County has a mixture of well developed and prosperous communities and eleven communities with pockets of unemployment which are classified as distressed under U.S. Department of Housing and Urban Development criteria.

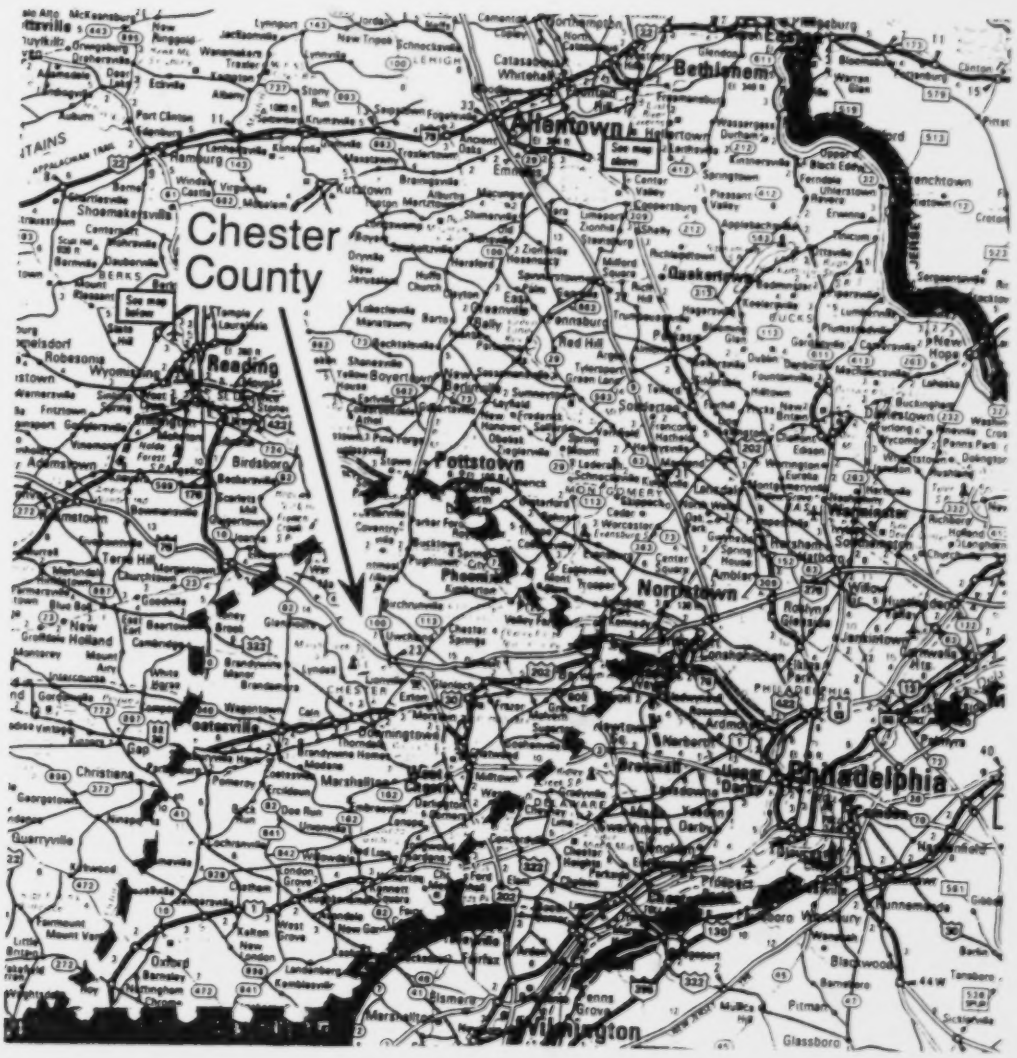
Chester County enjoys home rule and is comprised of 73 individual municipalities--i.e., towns, boroughs, and cities. A single County Commission represents these governmental entities in matters such as economic development and employment and training.

Strategically location between the major business and industrial centers of Philadelphia, Pittsburgh, and Harrisburg, (Pa.), Wilmington, (Del.), and Trenton, (N.J.), the County enjoys good overall economic development prospects. The unemployment rate in the County is currently 2.8 percent, with job vacancies exceeding the number of unemployed in all of its municipalities. In fact, large businesses seek transient workers from outside the County and provide shuttle transportation where necessary.

The current business boom in Chester County creates immediate problems, including the need to improve transportation, employment, housing, and utilities. All of these concerns require coordinated efforts. The Partnership, made up of Chester County's elected officials, business and education leaders, and economic development

Figure 1

LOCATION OF CHESTER COUNTY, PENNSYLVANIA



agencies provides the vehicle to combine skills, experience and resources to examine issues and find solutions.

The Institutional Setting

The Partnership for Economic Development ("The Partnership") is the central organization involved in the linking of job training and economic development activities (see Figure 2). The Partnership is an independent, nonprofit, 501(c)(6) organization, with a 25-member Board of Directors and staff of two. The Board consists of the major Chester County government and quasi-government agencies involved in job training and economic development, including:

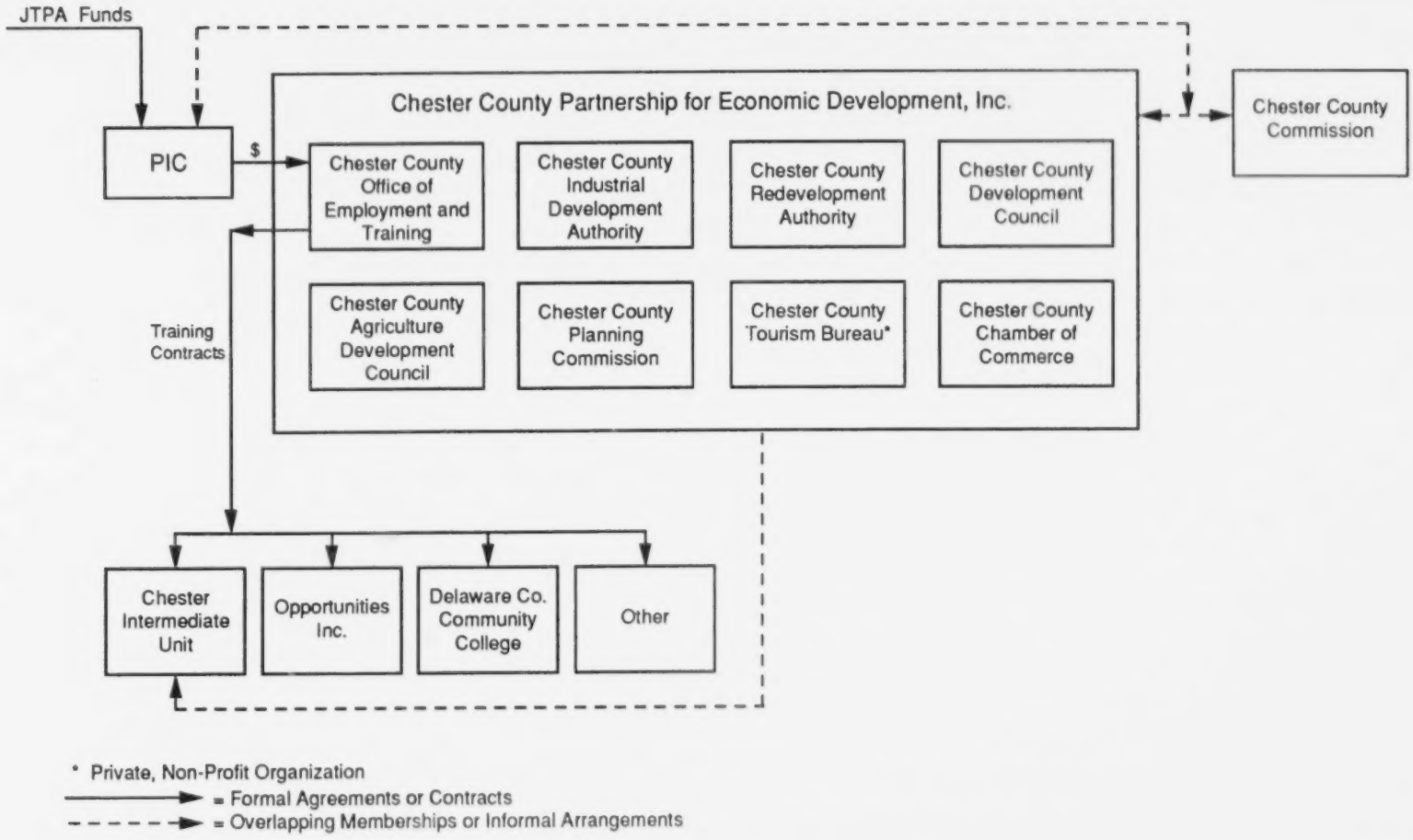
- The Agricultural Development Authority;
- The Redevelopment Authority;
- The Planning Commission;
- The Development Council;
- The Tourism Promotion Bureau;
- The Industrial Development Authority; and
- The Office of Employment and Training.

Also on the Board are other independent and private organizations, including the Chester County Private Industry Council (PIC), the Chester County Chamber of Commerce, and representatives of private industry and educational institutions. Because the Board consists of organizations rather than individuals, the Partnership may be considered an "umbrella" organization; the dominance of the County agencies as members reflects the fact that the Partnership falls under the general purview of the County Commissioner, serving as a joint venture in collaboration with private industry.

As an umbrella organization, the Partnership concentrates on planning, coordination, and outreach. The Partnership refers requests for actual services to one of the member agencies. A Directors group

Figure 2

LINKS AMONG ORGANIZATIONS IN
CHESTER COUNTY, PENNSYLVANIA



chaired by the Partnership president and consisting of managers of the seven agencies, serves as the operating arm. Each has its own operating budget, and as a result, the Partnership itself needs few staff--a president and secretary--and little money.

The goal of the Partnership is to centralize planning and outreach, while maintaining the functional tasks associated with service delivery with the resource organizations. For instance, a specialist in federal procurement assists clients who contact the Partnership but is on the payroll of the Office of Employment & Training.

Although the Private Industry Council is not a formal member of the Partnership, the PIC chairperson and about 90 percent of the its members serve on the Partnership Board. In Chester County, the PIC is only a policy-setting body, the Office of Employment & Training administers the JTPA programs. (Until very recently, the Chester County Office of Employment & Training was actually named The Office of Economic Development & Training.)

The Partnership works with County businesses to identify new business opportunities. Currently, it focuses on finding trainable people to meet current business needs. To achieve this, an education task force within the Partnership identifies the training and manpower needs of businesses and informs training agencies--including the PIC. Priorities include the growing problem of worker literacy, worker retraining, and illiteracy among hard-core unemployed. A nursing shortage is also a problem, and the PIC and the Partnership are discussing ways to attract personnel from distant communities for local hospital and doctor's offices. The task force works closely with Office of Employment & Training personnel.

Initiation of Linkage Activities. Economic downturns in the agricultural and steel industries (steel production and fabricating) eliminated well-paying jobs in the Chester County region during the late 1970s and early 1980s. A need to rebuild the economic base and promote job development precipitated the formation of The Partnership for Economic Development.

Implementation. State Senator Earl Baker, former Chair of the County Commission (1983) and a past President of the PIC, believed that

the County needed to create a single organization as the focus of the County's business development efforts. The Partnership was formed in 1984, a year after the initiation of the Job Training Partnership Act. Baker considered the Partnership as a means to link the job training delivery system with business and industry. He presumed that the Partnership would avoid the problems, common to large municipalities, of several organizations planning, disseminating, and responding to business requests for assistance. Of the 28 Service Delivery Agencies (SDAs) in Pennsylvania, none has a longer standing commitment to this linkage, nor a policy directive requiring a larger proportionate expenditure of funds to on-the-job training as Chester County's SDA #21.

By incorporating the Partnership as a 501(c)(6) entity, collaboration protects the government and other constituent legislative and private bodies from legal liability. Since, in Chester County, the Private Industry Council was not an incorporated 501(c)(3) organization, the Partnership, accountable to the Chester County Commissioners, serves as the corporate entity formally representing the County's business development interests.

Other key participants in the Partnership are local businesses such as Lukens Steel. Lukens Steel reduced payroll as sales have fallen--as have many manufacturing activities in the Northeast. The first issues faced by the Partnership included the need to attract specific kinds of industries to the area, to manage growth and to direct industry to economically-depressed parts of the County, and to train local residents and those displaced by failed or depressed businesses.

Daily Operation. Initially the Partnership envisioned a "one-step store front" operation for businesses seeking assistance. But the Partnership also wanted to attract new industry and create new jobs. A subcommittee of the Partnership was formed in 1985 to identify appropriate industries for the region. This eventually attracted Campbell Company and other food processors to the region. Today, the emphasis is on the management of growth.

Chester County, with a population of 346,000, includes 11 economically depressed communities. Collaboration allowed economic develop-

ment efforts to be targeted to these areas. The Partnership's activities included:

- Small business incubators;
- Marketing the areas to firms as new firms relocate;
- Assisting business secure federal procurement contracts; and
- Training area residents for jobs.

The Partnership's Directors Group meets every two weeks to discuss specific issues such as the potential relocation of a firm, the need to help a prospective business identify land, workers, or other topics relating to overall economic development and required job training. The Partnership is represented to business and industry by Business and Industry Representatives (BIRs) operating out of the Office of Employment & Training (see Vignette #1)--people recruited because of their backgrounds in sales and given additional training. BIRs make regular calls on County businesses, to determine whether worker recruitment or training services are needed and to advertise other Partnership services or to refer businesses to member agencies.

Summary. The Partnership for Economic Development of Chester County, Pennsylvania was formed to promote economic development, create jobs and provide job training services to the businesses and residents of Chester County. It was created during a period of economic depression to revitalize the area. It now emphasizes controlling growth activities.

The distinctive feature of this interorganizational initiative is a coalition of public agencies and private enterprise under a single organization with common goals that have been pursued by coordinating the activity of the seven public agencies that belong.

Vignette #1: THE PARTNERSHIP AWARDS INCENTIVES

The Office of Employment and Training uses financial incentives to encourage Business and Industry Representatives (BIRs) to market county economic development and job training services to businesses--i.e., bonuses based on the number of OJT contracts consummated. A bulletin board with a graph describing each BIR's record per month hangs in the Office of Employment & Training and made known at weekly staff meetings. The success of this incentive program can be seen in the number of firms participating in this program and the use of the Office of Employment & Training as a primary source for new workers.

B. Economic Development and Job Training Activities Attributable to Links Among Organizations

Through the Office of Employment & Training, the regular JTPA job training activities are conducted under Titles II-A and II-B. Section C of this case study describes the extent to which these activities are coordinated and the role of the Partnership in creating this linkage.

Economic Development Activities and Outcomes

Activities. The Partnership's activities are supported annually by three primary sources:

- The fees charged by the Industrial Development Authority for processing industrial revenue bonds (about $50,000);
- Funding from the Office of Employment & Training including loaned personnel and marketing support (about $40,000); and
- Support from the Redevelopment Authority, including support personnel (about $60,000).

This amounts to $150,000 annually. Each of the member agencies delivers its own services independently. Table 1 summarizes these services provided by each constituent member of the Partnership.

Activities include the Chester County Revolving Loan Fund--used to establish a Small Business Loan Fund. The Loan Fund is administered by the Redevelopment Authority and was capitalized using Community Development Block Grant funds available from the U.S. Department of Housing and Urban Development. The Fund provides below-market rate loans to small businesses locating or expanding in Chester County.

The various economic development activities have led to an array of outcomes. Specific examples are described in Vignettes #2, #3, and #4.

Outcomes. The Partnership also surveys businesses to assess their needs and opinions in the County, their expansion plans, and how they

Table 1

CHESTER COUNTY PARTNERSHIP:
ILLUSTRATIVE SERVICES PROVIDED BY
CONSTITUENT AGENCIES

Agency	Service
Chester County Development Council	Provides information and services about available land and helps to develop financing packages
Chester County Redevelopment Authority	Makes financial incentives for redevelopment projects available; administers Urban Development Action Grant (UDAG) and tax credit certification.
Chester County Agricultural Development Authority	Administers the Agricultural Areas Security Act tax incentives and the Farm Analysis Program.
Chester County Industrial Development Authority	Provides financing at a favorable rate for manufacturing facilities, through tax exempt revenue bonds and mortgages.
Chester County Tourism Bureau	Creates marketing materials and places ads.
Chester County Office of Employment & Training	Provides job training resources and activities.
Chester County Planning Commission	Provides overall planning assistance to the county and to local communities (where contracted). It supplies demographic and trending information on the county and plans for infrastructure.

Vignette #2: INCUBATORS AND ECONOMIC DEVELOPMENT

In three years, the incubator project in Chester County has expanded to four programs: the Paoli Technology Enterprise Center, operated in cooperation with biomedical and computer oriented ventures begun by the University of Pennsylvania; a joint venture of the Chester County Development Council and the Coatesville Action Corporation; one in cooperation with Pennsylvania State University at the Great Valley Corporate Center; and most recently, the Phoenixville Community Incubator.

At Paoli, firms are developing in many diversified areas such as biomedicine and computers. Coatesville has 13 firms specializing in construction management, management consulting, real estate development, and moderate-income housing rehabilitation. Great Valley and Phoenixville have a combined 15 tenants and 16 affiliates, focusing on high-tech industries at Great Valley and manufacturing concerns at Phoenixville. The Great Valley has proven so successful that it is opening satellite locations.

The Partnership promotes the participation of new business and industry in each of these incubators. The Great Valley program has created 77 jobs and began as a grant-funded project under the Fund for Improvement of Post-Secondary Education (FIPSE), U.S. Department of Education. Today, it operates through the corporate underwriting of the Rouse Corporation and the Ben Franklin Partnership--a Pennsylvania Job Training funding source.

Vignette #3: ATTRACTING INDUSTRY

Because the Partnership wanted to attract industry, a task force worked to identify the kinds of business which matched the economic development goals of Chester County. With this information, the Partnership then identified firms such as DX Imaging Inc. and assisted them to relocate into depressed parts of the county, such as Coatesville.

The Partnership has also worked with firms expressing an intent to leave the County, renewing ways in which such firms might reconsider their plans.

Vignette #4: WOMEN-OWNED BUSINESSES AND ECONOMIC DEVELOPMENT

Chester County economic development professionals envisioned the potential of the entrepreneurial skills of the county's female population as early as the 1970s. The Partnership promoted this potential through targeted technical assistance in the form of professional consultation workshops and guidance to women seeking venture capital for their business start-ups. Over the last two decades, the number of women-owned business in Chester County have increased by 33 percent.

rate local infrastructure and amenities. These data help agencies plan how to retain businesses, and how to recruit firms. The Planning Commission, a Partnership agency, also conducted an inventory of vacant or underutilized industrial sites in the County.

The Partnership promotes public-private partnerships to develop infrastructure and promotes coordination among municipalities and comprehensive planning for infrastructure. State legislation is being considered to create an Infrastructure Development Bank which would establish a county infrastructure planning process. This would enable the County to evaluate existing and future needs and measure the economic impact of infrastructure projects, before the State would allocate funds.

The Partnership also has examined the importance of affordable housing to its economic development strategy. A Housing Task Force is assessed housing needs and presented recommendations. The Partnership is working with local real estate developers to support industrial projects with housing for employees.

Finally, the County's economic vitality depends on the quality of life to attract business and people. The Partnership must manage Chester County's growth to preserve the living style which makes the County attractive. Coordination among municipalities, infrastructure planning, links between education and business, preservation of open space, and improvement of the intra- and inter-county public transportation system are strategies to meet this goal.

The transportation system which the Partnership is promoting as part of the Greater Philadelphia Regional Coalition would provide Chester County residents access to jobs and to cultural and social activities in the central city that would expand lifestyle choices. The Partnership is also aware of the increasing needs of the County's unemployed who are often female single parents of young children. These potential workers need support--reliable and safe day-care, and affordable and convenient public transportation.

Job Training Activities and Outcomes

The Partnership focuses most of its training on Titles II-A and II-B programs, with some attention to displaced workers. About 80 percent of the training is done through on-the-job training contracts.

Activities. Training funds are administered by the Office of Employment & Training and are provided by the Pennsylvania Department of Labor and Industry and the Ben Franklin Partnership. Job training is also funded through federal vocational education programs for services delivered through the Chester County Intermediate Unit. Other training agencies, such as Opportunities Inc.--a private provider, use federal, foundation, and State funds. Businesses using OJT training can receive targeted Jobs Tax Credits (see Vignettes #5 and #6).

All OJT is provided through performance-based contracts. Line-item contracts are used in classroom skills training and this has proven to be a barrier to training delivery systems in attempting to maintain a break-even cost posture.

Job training activities include: job development, recruitment, assessment, placement, and classroom and customized training. Using the On-The-Job Training Program, Business and Industry Representatives (BIRs) determine the skills employers need. They assist in recruiting, interviewing, and supervising OJT employees. They recruit applicants through regional in-take centers and by advertising in local papers (at no cost to the employer). In addition, a weekly publication of job openings, published through the Office of Employment & Training, "The Job Line," is sent to more than 100 outlets around the county (see Vignettes #7 and #8).

Each applicant's employment experience is matched with job requirements. A microcomputer program, APTICOM, is used to evaluate applicants' aptitudes, job interests, and language and math skills. APTICOM identifies occupations in which a person is most likely to succeed.

The goal is to provide qualified workers--saving employers time, effort, and money. For each worker hired, employers receive up to $2,000 toward training costs. Chester County employers found and

Vignette #5: ENTREPRENEURIAL WORKSHOPS

The Partnership has established a series of workshops for new entrepreneurs and emerging businesses, to assist them in development and expansion. Working with The Service Corps of Retired Executives (SCORE), these workshops have operated in the depressed parts of the county. A goal of the Partnership is to place new employees who use OJT contracts into these emerging firms. The OJT contracts would therefore allow the firm to provide a structured workplace training program to its new employees at a very reasonable cost to the employer.

Vignette #6: PROJECT HEPP

The Chester County Intermediate Unit wrote an unsolicited proposal to the Private Industry Council with the backing of the Partnership, to conduct a pilot project aimed at preparing youth for their entry into the labor market. This program paired a small group of in-school youth with business mentors learn workplace skills--i.e., getting to work on time and conduct in a business setting--as well as literacy training and remediation. Transportation was provided. Guaranteed jobs awaited all successful program graduates.

Vignette #7: RETRAINING WORKFORCES

Lukens Steel, once the major employer in Chester County, declined in the early 1980s with many other manufacturing industries. The loss of jobs in the county as a result of Lukens's workforce reductions was devastating. The responses by agencies of the Partnership included marketing and attracting light manufacturing businesses that could capitalize on displaced Lukens's workers, writing OJT contracts with participating employers to retrain a workforce, and assistance to small businesses to expand within the county, or relocation to Chester County.

Vignette #8: AN ON-THE-JOB TRAINING SUCCESS STORY

The agencies of the Partnership have a long-standing policy of promoting effective job training through the use of OJT contracts with participating employers. The success of this form of job training delivery in promoting local economic development can be seen in the concomitant growth of participating small businesses and their workforce. One such success story is Architectural Systems, Inc., which has participated in the OJT program for almost a decade. An example of this success of Architectural Systems as a business and its ability to train and put people to work can be seen in illustrative outcomes such as the 81 trainees who joined the firm between 1983 and 1986.

trained more than 700 workers through the Office of Employment & Training in FY1987. Training for high-demand fields such as the clerical and health care is provided in structured courses through Intermediate Unit or through private trade schools. Word processing and nurse's aide programs last 10-24 weeks and include classroom study and hands-on training. Job placement rates among graduates is high--in some classes as high as 100 percent. The Office of Employment & Training works with local education agencies to design training programs for local companies. Customized programs last from two weeks to six months and are tailor-made to fit a firm's needs.

Outcomes. The following data present an empirical overview of the job training outcomes. Table 2 shows the basic volume of Title II-A and II-B activities, by program year, starting with 1984. The numbers of Title III Program (dislocated workers) participants for Program Years 1984-1987 are 295, 292, 198, and 109, respectively. Table 3 shows the overall job training program outcomes.

Summary

While economic development outcomes in Chester County cannot be directly attributable to specific activities--because of the complexity of local development--some success appears related to the efforts of the Partnership. Based on comments by participating employers, businesses and community civic leaders, as well as by State officials, the Chester County collaboration has succeeded. How these economic development and job training activities have been linked is the subject of the next section of this case study.

Table 2

TITLES II-A AND II-B SERVICE VOLUME, BY YEAR

Category	PIC Program Year			
	PY 84	PY 85	PY 86	PY 87
Expenditures for Titles II-A and II-B ($000)	1,957	1,741	1,373	1,223
No. of Participants, Title II-A	1,115	1,113	685	617
No. of Summer Youth	573	573	508	n. a.
Proportion of Participants Removed from AFDC	85%	41%	41%	37%

n. a. = not available

Table 3

PERFORMANCE STANDARDS MET, BY YEAR

Standard	PIC Program Year			
	1983-1984	1984-1985	1985-1986	1986-1987
Adult Entered Employment Rate	71% ✓	66% ✓	69% ✓	59% ✓
Adult Cost per Entered Employment	$2,618 ✓	$2,434 ✓	$2,668 ✓	$3,505 ✓
Adult Welfare Entered Employment Rate	50% ✓	54% ✓	53% ✓	44% ✓
Adult Average Wage at Placement	$5.34 ✓	$5.26 ✓	$5.46 ✓	$5.58 ✓
Youth Entered Employment Rate	32% ✓	44% ✓	29% ✓	21% ✓
Youth Cost per Entered Employment	n. a.	n. a.	n. a.	n. a.
Youth Positive Termination Rate	88% ✓	76% ✓	74% ✓	65% ✓
Youth Cost per Positive Termination	$1,777 ✓	$1,956 ✓	$2,313 ✓	$2,541 ✓
Bonus and Incentive Funds	*	$425,817	$629,451	**

(First year of PIC's operations = 1983-1984)

n. a. = not available

✓ = Performance standard met

✗ = Performance standard not met

* Bonus program began in PY 84-85

** Bonus funds were carried over from PY 85-86

C. How Links Among Agencies Improved Program Effectiveness

Extent of Coordination

Partnership members include representatives of many local organizations, including the Private Industry Council, the County agency directors, and training providers (colleges, intermediate unit, and private schools). This stimulates innovative ideas, allows tasks to be carried out jointly, and insures that important issues are brought to the attention of the appropriate organizations. Partnership members can identify the training needs of individual firms and can design and fund appropriate training programs.

Partnership members also include agency directors and managers--who are charged with implementing specific tasks under the direction of the Partnership. Job training delivery is coordinated through the Office of Employment & Training, which uses performance-based contracting for most of its OJT training. Other contracts, including classroom skills and basic education are either performance-based or line-item. They are used when the training warrants large-scale, formal structure. Job training agencies coordinate through the education task force of the Partnership.

Linkage Activities

Collaboration among Participating Organizations. The Partnership serves as the catalyst for collaboration among organizations through their regular monthly meetings where economic development and job training issues surface. Planning and coordination has worked well through the Partnership.

The Executive Committee of the Partnership meets monthly. The economic strategy committee and the education task force have overlapping memberships, allowing close coordination of the effects of economic development strategies with job training.

Topics such as the "boom" in the hospitality industry, is another prime example. Evidence of increased linkage can be seen in the use of the Partnership to assist businesses such as DX Imaging to relocate to

the Coatesville area, and to assist in the expansion plans of firms in Chester County.

The Private Industry Council plays a less prominent role, although 90 percent of the membership on the PIC is also on the Partnership. The PIC establishes job training policy and monitors training expenditures. It could assume a more proactive role.

Chester County lacks a mechanism through which the 73 municipalities could collaborate. There are 13 school districts in the county, among which there is little, if any, formal coordination.

The Partnership focuses attention on problems which affect development and the quality of life and develops plans to deal with them. The Partnership's education and training subcommittee assesses specific training needs, plans delivery systems, and targets industries.

In summary, the Partnership provides the following services through each of its constituent agencies:

- On-The-Job Training;
- Customized Training;
- Targeted Jobs Tax Credit;
- Industrial Revenue Bonds and Mortgages;
- Pennsylvania Industrial Development Authority (PIDA) Loan Program;
- Revolving Loan Fund;
- Small Business Administration 504 Loans;
- Urban Development Action Grant (UDAG) Program;
- Service Corps of Retired Executives (SCORE);
- Citation Site Program;
- Data & Information Services; and
- Federal Procurement Assistance.

Table 4 shows the Partnership's focus on training to create jobs. Secondly, the use of OJT as a training delivery system for smaller firms is also a prime example of the Partnership's dedication to retraining.

Table 4

OUTCOMES REPORTED BY THE PARTNERSHIP

Plan Year	Number of Firms Contacted	Number of New Jobs Created
1986	2,100	957
1987	1,500	660
1988	1,200	496

Task Forces Within the Partnership. An education task force was instituted by the Partnership to explore ways to link the educational system more closely with businesses. An initial planning session was held on July 8, 1988 and included representatives from the Private Industry Council, the County's largest school district, the Chester County Intermediate Unit, the Delaware County Community College, Immaculata College, Lincoln University, Pennsylvania State University, and West Chester University. The goal was to develop a stronger relationship between the schools and the workplace, as well as a system for feedback on the adequacy of the educational delivery system.

Members of the task force meet regularly and have successfully attended to the combination of economic development and job training issues.

D. PERSONS INTERVIEWED

Partnership and County Agencies

John Abnet, Executive Director, Chester County Office of Employment & Training.

Thomas Gallagher, President, Chester County Partnership for Economic Development.

Tom McIntyre, Business & Industry Representative, Office of Employment & Training.

Lynda Sansom, State Liaison For JTPA, Department of Job Training Partnership, Pennsylvania Department of Education, Harrisburg, PA.

Charles E. Swope, Chairman of the Board and President, The First National Bank of West Chester.

John Wuetig, Business & Industry Representative, Office of Employment & Training.

Training Service Providers

John S. Bakken, Director of Compensatory Education, Chester County Intermediate Unit.

Jacob E. Dailey, Director of Governmental Relations, Chester County Intermediate Unit.

Businesses

Clifford DeBaptiste, President and Owner DeBaptiste Funeral Homes, Inc. and President Chester County Private Industry Council.

Ethel Houk, Manager, Architectural Systems, Inc., West Chester, PA.

Lois Lamdin, Director, The Business Development and Training Center at Great Valley.

Dean Phillips, Owner Brandywine Paving & Excavating, Downingtown, PA.

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CASE FOUR

NORTHEAST FLORIDA PIC, INC.

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Case Study of Economic Development and Job Training Linkage in Northeastern Florida (Five Counties Surrounding Jacksonville, Fla.)

A. The Economic and Institutional Setting

The Economic Setting

The following case study covers five contiguous counties surrounding, but not including, Duval County, Florida (whose boundaries include the city of Jacksonville, Fla.). The five counties, shown in Figure 1, all are suburbs or distant suburbs of Jacksonville, and are: Nassau County; Baker County; Clay County; Putnam County; and St. Johns County. These five counties comprise SDA #7 in the State of Florida (Duval County, covering the city of Jacksonville and immediately surrounding areas, is a separate SDA, #6).

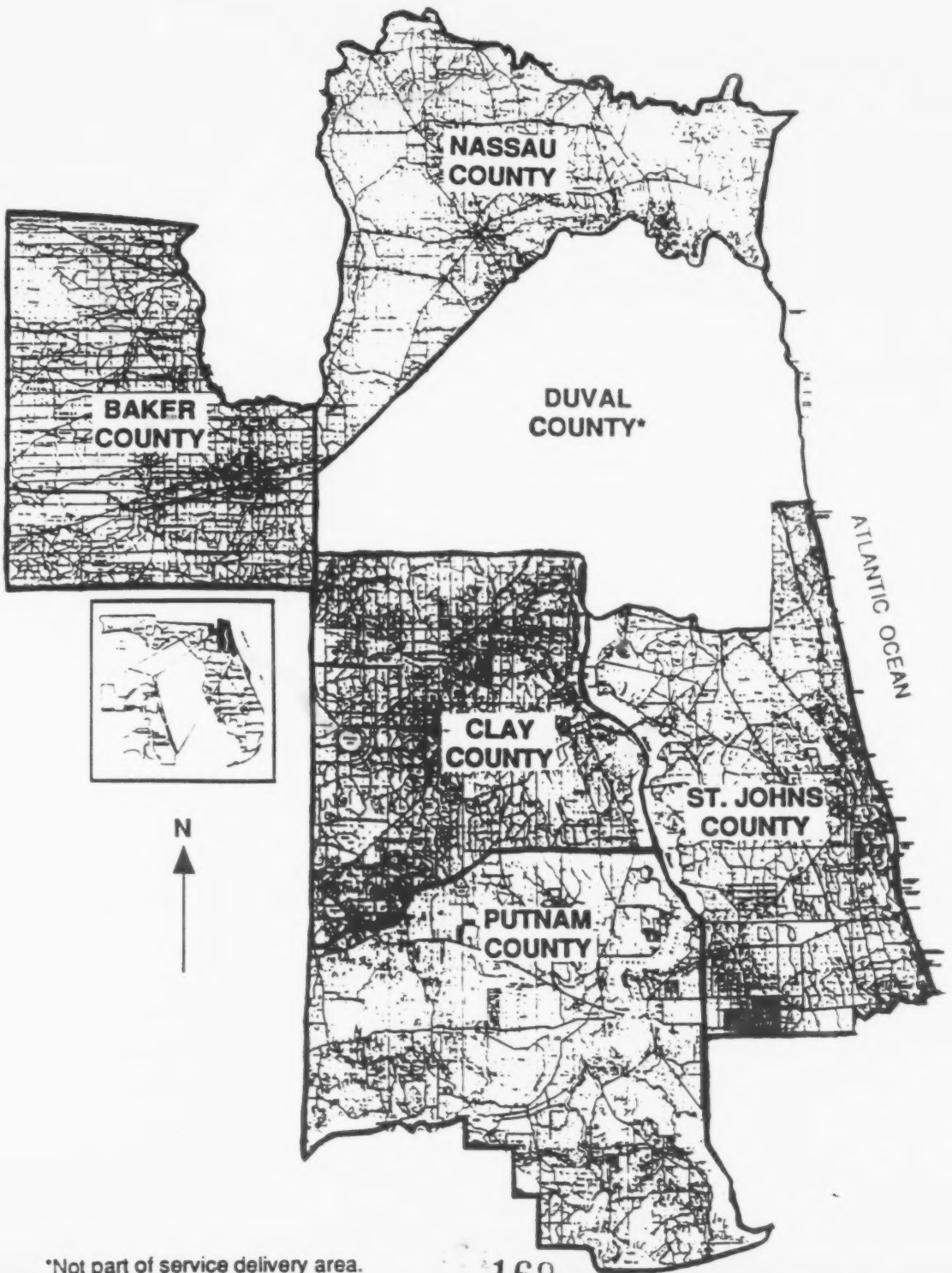
The five counties reflect different stages of economic development and urbanization. Clay County is a major suburb of Jacksonville and is among the wealthiest counties in all of Florida. Baker County, on the other hand, consists largely of undeveloped timberland (see Figure 2). In January 1989, the counties had unemployment rates slightly higher than the national average; moreover, among the 24 SDAs in Florida, SDA #7's Title IIA participants were among the lowest in income at the time of their JTPA eligibility, with an average income of $2,030 (the average income for all of Florida's SDAs is $2,491). Overall, the area needs jobs for JTPA participants.

The Institutional Setting

Central Organization. The private industry council for SDA #7 is known as the Northeast Florida Private Industry Council, Inc. (PIC). It is the central organization linking job training and economic development activities. The PIC is a separately incorporated 501(c)(3) entity. The PIC has a Board of 24 persons and a staff of five (four full-time equivalents). The Chairman of the Board and other officers are elected every year, and the major activities are related to the administration of the JTPA program.

Figure 1

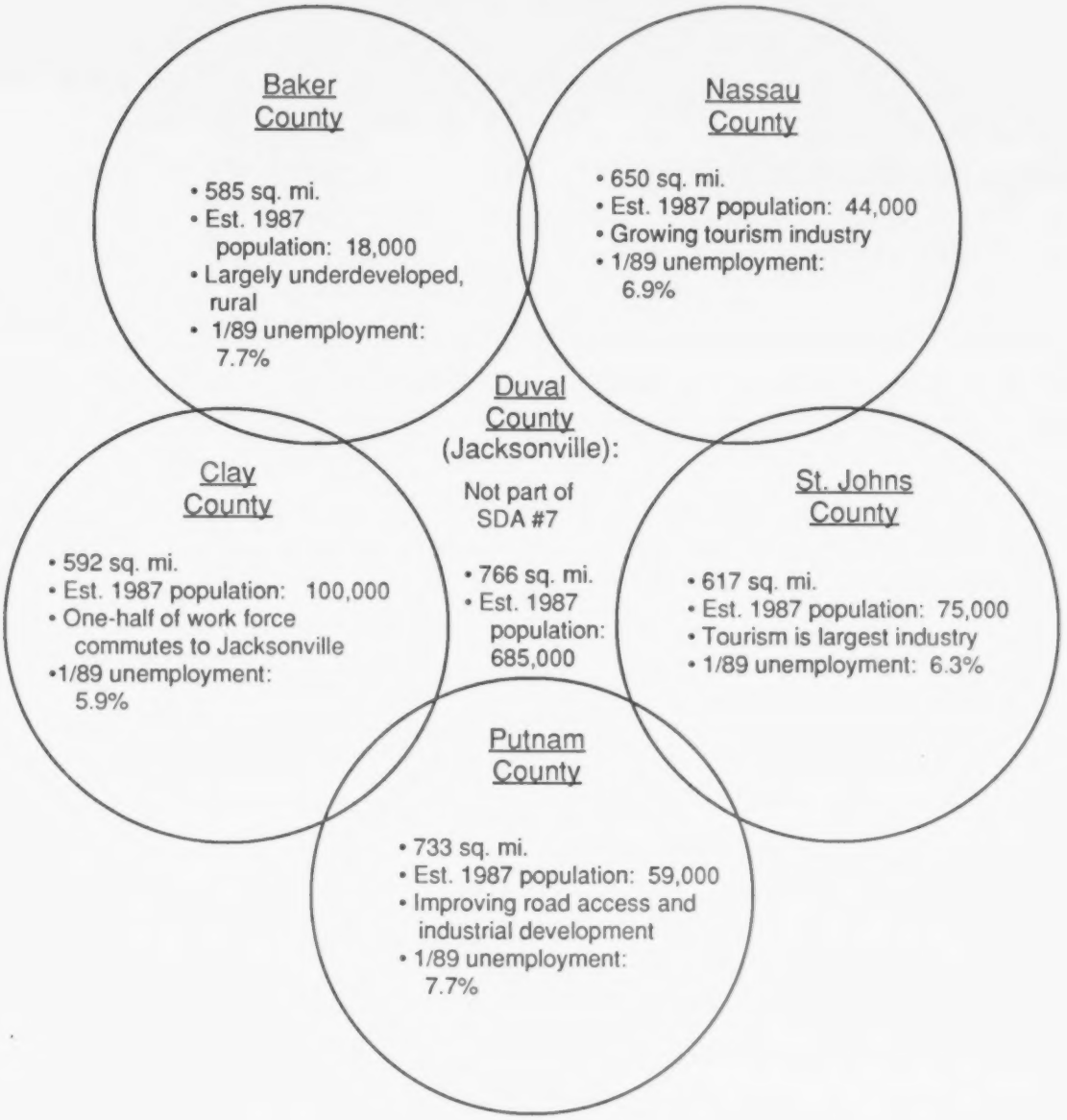
LOCATION OF FIVE COUNTIES IN
NORTHEAST FLORIDA



*Not part of service delivery area.

Figure 2

GEOGRAPHIC AND ECONOMIC CHARACTERISTICS OF FIVE COUNTIES COMPRISING SERVICE DELIVERY AREA # 7


Baker County
• 585 sq. mi.
• Est. 1987 population: 18,000
• Largely underdeveloped, rural
• 1/89 unemployment: 7.7%
Nassau County
• 650 sq. mi.
• Est. 1987 population: 44,000
• Growing tourism industry
• 1/89 unemployment: 6.9%
Duval County (Jacksonville):
Not part of SDA #7
• 766 sq. mi.
• Est. 1987 population: 685,000
Clay County
• 592 sq. mi.
• Est. 1987 population: 100,000
• One-half of work force commutes to Jacksonville
•1/89 unemployment: 5.9%
St. Johns County
• 617 sq. mi.
• Est. 1987 population: 75,000
• Tourism is largest industry
• 1/89 unemployment: 6.3%
Putnam County
• 733 sq. mi.
• Est. 1987 population: 59,000
• Improving road access and industrial development
• 1/89 unemployment: 7.7%

SOURCES: Various documents and news reports made available by Northeast Florida PIC

The PIC derives office and accounting support from a larger organization--the Northeast Florida Regional Planning Council (RPC), which is a governmental entity authorized by the State and serving as an association of local governments in partnership with the State. Florida has 11 RPCs, and since 1984, the State has mandated that all counties belong to one. The Northeast Florida RPC, unlike the Northeast Florida PIC, consists of seven counties (the five in the PIC in addition to Duval and Flagler Counties). Further, the Northeast Florida RPC is only one of two RPCs in the State that incorporate the PIC's functions within its organization (a third RPC-PIC combination started earlier but has since been dissolved).

The RPC's mission is to bring a truly regional perspective to the common problems facing a region. The RPC therefore focuses on such planning areas as: comprehensive planning, solid waste, environmental protection, hazardous materials and waste, affordable housing, economic development, transportation, and information resource management. A specific activity is the conduct of studies or analyses in relation to a "Development of Regional Impact (DRI)," defined as:

> ...a project that is of such size that it will have impacts in more than one county (Nor'easter, 1988).

The impacts may affect: transportation, schools, environment, air or water quality, wildlife, or public safety. If a project is deemed large enough to warrant being designated as a DRI, the relevant developers must pay a fee to the RPC for the study to be conducted. The objective of the study is to identify ways of reducing any negative impacts from the development.

In 1989, the RPC had a budget of $3.5 million: $2.2 million consisted of the PIC's activities; $0.6 million was from DRI fees; $0.4 million came from other State agencies--mainly the Department of Community Affairs; and the rest came from a variety of other sources. The RPC serves as the fiscal agent for the PIC. However, because the PIC and RPC share some staff members and the same office, there is a

shared sense of economic development objectives. Nonetheless, the PIC responds directly to the leadership of its Board of Directors.

Initiation of Linkage Activities. Although the Northeast Florida PIC had successfully supported job training activities since its inception in 1983, in 1986 its Board explored, and then initiated, new economic development activities. This initiative arose from the desire to adopt a "regional" approach, in which all five counties might work collaboratively, and the discovery of policies to link economic development and job training based primarily on materials obtained from the National Alliance of Business. The RPC also encouraged the PIC Board's interest in economic development.

Implementation. The five counties in the Northeast Florida PIC decided--because of their strong differences in economic situations--to forego immediate collaboration and to encourage individual county initiatives. As a result, the PIC negotiated independent contracts with each county. Each county was to provide the following services or information in return for grants of $40,000 (the contractual conditions are contained in individual "Employment Generating Services Contracts," signed by the PIC and the relevant economic development entity in each of the five counties):

- Continuous reporting of routine information, from the county to the PIC, regarding advertising activities, survey results, and news releases;
- Using PIC materials in providing information to employers;
- Participating in labor market surveys;
- Providing advance notice regarding impending plant closures or layoffs;
- Sharing information about businesses that might be relocating into the county; and
- Reporting semi-annually on employment-generating activities.

The PIC was able to support these economic development activities out of its "15 percent funds" from the JTPA allocation for supportive services (including economic development activities), and from additional 15 percent available for administrative purposes (Brannon, 1988). In 1986, these funds permitted the allocation of $200,000 for economic development, with the five counties splitting this total amount (during the same year, the PIC as a whole had a budget of $2.2 million for Titles II-A and II-B of the JTPA initiatives--see PIC Annual Report, 1987). For planning purposes, the contracts were considered renewable and assumed to reflect a three-year commitment at $40,000 per year (1986-1988).

Contracts were with different types of organizational entities (see Figure 3). In Baker and Putnam Counties, contracts were with the county's chamber of commerce (or an entity that was later to become the chamber of commerce); in Nassau and St. Johns Counties, the contracts were with a "Committee of 100," usually directly affiliated with the Chamber of Commerce; and in Clay County, the contract was with the development authority. Although the types of contracting organizations were different across counties, their specific objectives were similar. Figure 4 illustrates the contractual and informal arrangements among the participating organizations.

Recent Implementation. All counties have used these funds successfully during the three-year period (specific outcomes are discussed in the following section). Planning for the contract objectives for 1989 and beyond was occurring during this case study, and because of cuts in JTPA funds, contracts were likely to be reduced to $27,000. Further, because the area has been suffering a gradual economic downturn, the PIC's Board may change contract objectives. For instance, the Board may consider regional collaboration.

Summary. The Northeast Florida PIC undertook economic development initiatives believing that its job training activities would be more effective if matched to "job-creation" initiatives. Without new jobs, the PIC's job training and placement activities would merely be helping individual workers to move and relocate among industries.

Figure 3

ECONOMIC DEVELOPMENT ORGANIZATIONS IN FIVE COUNTIES

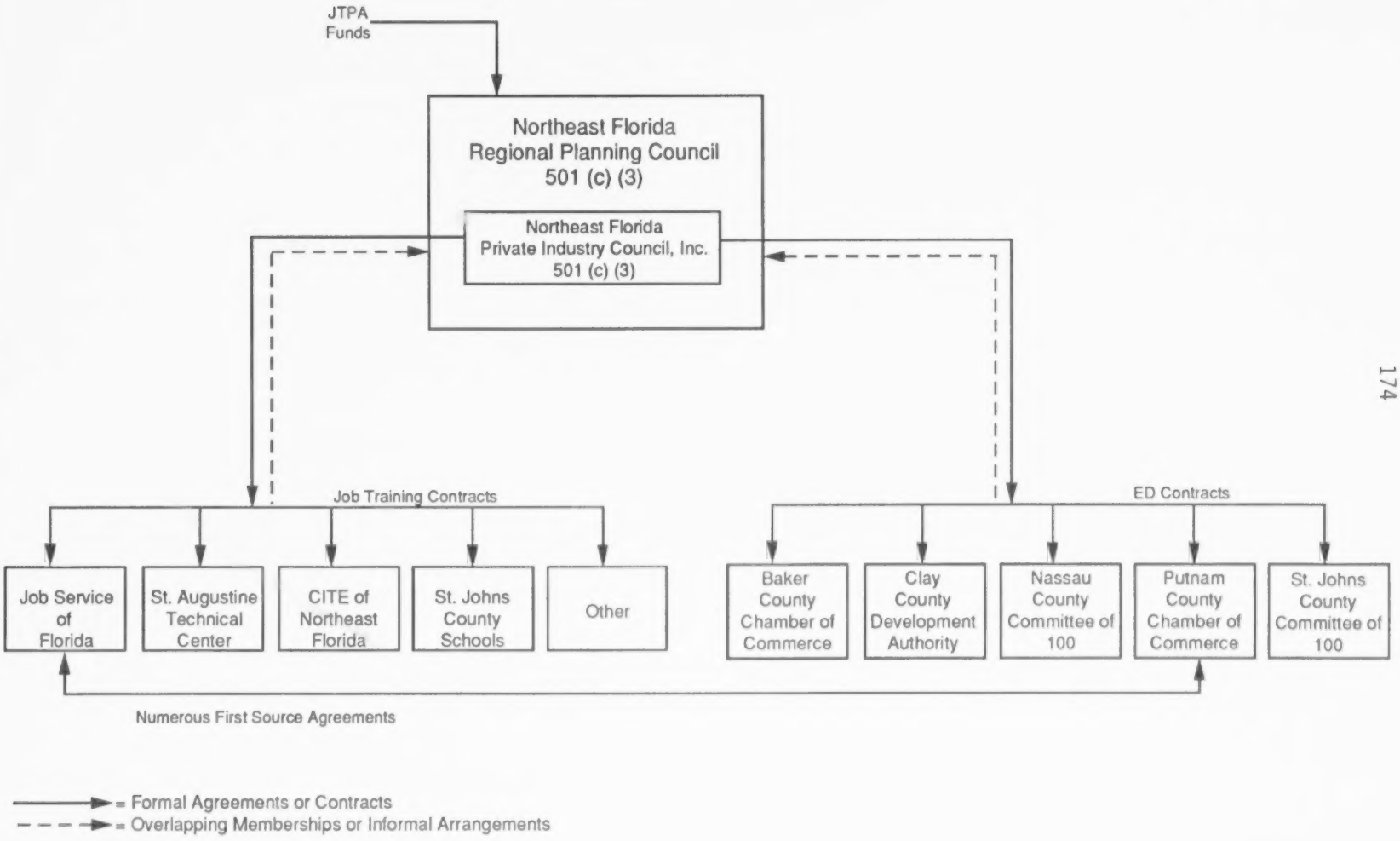
Type of Economic Development Organization	COUNTY				
	Baker	Clay	Nassau	Putnam	St. Johns
Chamber of Commerce	Baker County Chamber of Commerce[b] (unstaffed until PIC contract)	Clay County Chamber of Commerce (staffed)	West Nassau Chamber of Commerce; Fernandina Beach Chamber of Commerce	Putnam County Chamber of Commerce[a] [b] (staffed)	St. Augustine/ St. Johns Chamber of Commerce (staffed)
Committee of 100	--	Clay County Committee of 100 (staffed)	Nassau County Committee of 100[a] [b] (unstaffed until PIC contract)	--	St. Augustine/St. Johns Committee of 100[a] [b] (unstaffed until PIC contract)
Economic Development Agency	--	Clay County Economic Development Council (staffed)	--	--	--
Development Authority	Baker County Development Commission[a] (unstaffed until PIC Contract)	Clay County Development Authority[a] [b] (staffed)	--	Putnam County Development Commission (staffed)	St. Johns County Industrial Development Authority (staffed)

[a] recipient of initial PIC contract for economic development

[b] recipient of PIC contract after first year

Figure 4

LINKS AMONG ORGANIZATIONS IN NORTHEAST FLORIDA


JTPA Funds
Northeast Florida Regional Planning Council 501 (c) (3)
Northeast Florida Private Industry Council, Inc. 501 (c) (3)
Job Training Contracts
ED Contracts
Job Service of Florida
St. Augustine Technical Center
CITE of Northeast Florida
St. Johns County Schools
Other
Baker County Chamber of Commerce
Clay County Development Authority
Nassau County Committee of 100
Putnam County Chamber of Commerce
St. Johns County Committee of 100
Numerous First Source Agreements
= Formal Agreements or Contracts
= Overlapping Memberships or Informal Arrangements

The distinctive interorganizational link forged in this case was the implementation of performance contracts between the PIC and its five participating counties, to conduct economic development activities.

B. Economic Development and Job Training Activities Attributable to Links Among Organizations

The economic development and job training activities studied here are undertaken through the Northeast Florida PIC's five economic development contracts and its regular JTPA job training programs (mainly Titles II-A and II-B). This section describes the range of activities relevant to the present case study, together with their outcomes. Section C describes how these activities have been coordinated; the section also attempts to explain the role of the Northeast Florida PIC, Inc. in creating this linkage.

Economic Development Activities and Outcomes

Activities. Most of the funding from the five contracts has been used to augment staffs and staff activities in the five economic development organizations. Figure 5 lists these activities by county. In three counties (Baker, Nassau, and St. Johns), the economic development organizations previously had no staff devoted to economic development. In the other counties, the funds were used for office services for the organization and--in one case--to furnish a small business center. The PIC's support, therefore, built capacity in the five counties.

Figure 5 shows that the five counties used the funds to support three economic development programs. First, all five counties created marketing materials, including videotaped presentations. Second, four counties undertook economic development analyses or profiles, identifying local strengths and weaknesses. Third, one county supported programs to process permits and related licenses more efficiently.

The counties also initiated other economic development projects, although their relationship with the PIC was not always direct:

- Leveraging of other federal funds, such as Community Development Block Grant funds, for specific economic development projects; and
- Passage of new taxes--e.g., a "bed tax" on hotel occupancies, whose proceeds were to be used to support the tourist industry.

Figure 5

ECONOMIC DEVELOPMENT INVESTMENTS
STEMMING IN PART FROM CONTRACTS
WITH NORTHEAST FLORIDA PIC

PIC RESOURCE INVESTMENTS	COUNTY				
	Baker	Clay	Nassau	Putnam	St. Johns
Capacity-Building:					
Add or Augment Staff Resources for ED (FTEs)*	One staff person	Partial staff person	One + fraction staff persons	One staff person	Two staff persons
Add or Augment Office Resources for ED	Relocate and furnish office	Relocate office	--	--	Support portion of office operating expenses
Create new ED Facilities	--	Furnish Small Business Center	--	--	--
Economic Development Tools:					
Support Marketing or ED Study or Analysis	Two studies by Plantec Corp.	ED profile by Strategic Planning Group, Inc.	--	Study by Fantus Co.	ED profile by Strategic Planning Group, Inc.
Create Marketing Materials or Place Ads	Marketing materials	Video; marketing materials; target industry mailing list	Marketing materials and ads	Advertising and video; target industry mailing list	Advertising; marketing materials; and public relations "courtesies"
Assist in "Permit" and Related Processes	--	--	Yes	--	--

* FTEs = Full-Time Equivalents

Outcomes. Figure 6 lists the major measurable outcomes of the activities in each county.

In Baker County, contacting firms or creating jobs would have been premature because much of the county was undeveloped land. The county had little capacity to promote development and little infrastructure to support it. As a result, the major outcome was the development of a planning capability. Vignette #1 highlights the ways in which PIC support created a planning structure that eventually led to passage of growth management legislation.

In Clay County, an aggressive economic development program had been in place for several years prior to the PIC's contract support. For instance, the county had become the site of the warehousing facilities for Florida's largest supermarket chain, Food Lion Stores. The approximately 725 jobs created in 1986-87 were the result of the county's entire economic development program, and not just the portion specifically related to the PIC contract.

Nassau County was second only to Baker in its low level of development, although it is the site of a major tourist resort hotel (see Vignette #2). The county is also the location of the Port of Fernandina, which was starting to attract major employers during 1987-1988. The PIC's contract occurred when the county was vying to be Florida's candidate for the new superconductor super collider (see Vignette #3). The PIC's support helped to get the county's two chambers of commerce to collaborate through a Committee of 100, which contributed to the county winning the super collider designation (however, the site later lost in national competition). Most of Nassau County's economic development outcomes including employers who hired JTPA participants (see Vignette #4) can be attributed to the PIC contract, because little activity preceded its award.

Putnam County had active economic development programs prior to the PIC contract, but suffered from the absence of a major highway to Jacksonville and lack of postsecondary educational facilities to meet employers' training demands. The county used the PIC contract to pay for an economic development study by a nationally known firm (The

Figure 6

ECONOMIC DEVELOPMENT OUTCOMES STEMMING IN PART FROM CONTRACTS WITH NORTHEAST FLORIDA PIC

REPORTED ED OUTCOMES	COUNTY				
	Baker	Clay	Nassau	Putnam	St. Johns
No. of Firms Contacted:					
1986-87	Too early in planning cycle	• A few major employers	• Over 12 firms	• 4 Fortune 500 firms	• Numerous
1987-88		• n.a.	• n.a.	• Over 200 "quality inquiries"	• Numerous, but eight specific relocations
No. of New Jobs Created:					
1986-87	Too early in planning cycle	~725	~550	~150	~350
1987-88		• n.a.	• n.a.	~300	~825
Increase Coordination Capability for ED	Baker County ED Task Force created Community-Building Efforts (charettes)	--	Committee of 100 increases collaboration between two separate Chambers of Commerce in same county	Chamber of Commerce has more resources	Committee of 100 has permanent staff

Vignette #1: ECONOMIC DEVELOPMENT PLANNING

As a result of funds from the Northeast Florida PIC, Inc., Baker County initiated its first comprehensive economic development planning effort. The county has a small population (18,000 persons), but its location and land availability (585 square miles) make it increasingly attractive for potential growth. A major part of the planning effort was the formation of the Baker County Economic Development Task Force, which included representatives from county government and businesses. This public-private interaction was new to the county. The collaboration was instrumental in establishing joint economic development goals and also helped lead to the passage of new growth management legislation--a necessary first step in eventually creating new jobs in the county.

Vignette #2: FREE BUS SERVICE TO WORK:
JOBS IN SEARCH OF PEOPLE

The nationally known resort, Amelia Island Plantation--home of the Bausch and Lomb Tennis Championships--is located in Nassau County. The growing resort is the county's largest private employer (the only other comparable employer is the county's school system). A large portion of the some 1,000 employees are part of a housekeeping staff, for whom Amelia Island Plantation began a free bus service in 1988. This service permits residents of Jacksonville and northern Duval County to commute to the resort, understandably located in a remote corner of Nassau County. As a general matter, the Nassau County Job Service of Florida (the state employment agency) has had difficulty finding recruits in sparsely populated Nassau County--especially those with sufficiently low incomes to qualify as JTPA participants--and this free transportation has been one of several taken by the resort to recruit and retain employees.

Vignette #3: FLORIDA'S SUPERCONDUCTING SUPER COLLIDER SITE

In 1987, the state of Florida selected a site in Nassau County for its application to the U.S. Department of Energy (USDOE), in the national Superconducting Super Collider competition. The site selection was in part facilitated by the Nassau County Committee of 100, which was led by an aggressive chairperson but which also had received critical funding support from the Northeast Florida PIC, Inc. The PIC funds permitted the Committee of 100 to increase its staff resources, and to encourage the collaboration of previously separate groups within the county, thereby making the county an attractive setting for the proposed site. Although the USDOE subsequently made its award to another state, this experience increased public visibility for the county and the Committee of 100 has undertaken a variety of successful job-creating activities.

Vignette #4: WORKING WITH INDIVIDUAL EMPLOYERS TO CREATE JTPA JOBS

The Nassau County Committee of 100 uses its funds from the Northeast Florida PIC, Inc. to support key staff and activities. Among the many instances the Committee of 100 has had in helping employers to create jobs for JTPA clients, one experience worked as follows. The employer, representing a national restaurant chain, needed capital support for its facility. The Committee of 100 discovered the availability of U.S. Community Development Block Grant (CDBG) funds for this purpose, and helped the employer to obtain these funds. Later, the employer was able to hire a total of 129 JTPA clients to help operate the restaurant.

Fantus Co.) and to conduct a successful fundraising drive (see Vignette #5). The funds raised will support economic development programs in the future. The Fantus study results were used to garner support for locating a new educational facility in the county, which will begin taking students in the fall of 1989 (see Vignette #6).

St. Johns County houses a nationally-known tourist attraction, St. Augustine. As a result of the PIC contract, the county has mounted a vigorous marketing campaign using the support of economic development staff and the development of marketing materials. The economic development organization supported by the PIC--the Committee of 100--can also claim credit for working with numerous employers and creating hundreds of new jobs (see Vignette #7).

Job Training Activities and Outcomes

The Northeast Florida PIC, Inc.'s job training activities have focused mainly on Title II-A and II-B programs. The PIC had some Title I activities in its first two years and has engaged in a few Title III activities throughout its existence.

Table 1 shows the volume of Title II-A and II-B activities, by program year, starting with 1984-1985. Table 2 shows that the PIC has contracted with five major and several smaller service providers--on a performance basis--to produce these services.

The major service provider, the Job Service of Florida, is also the State's main unemployment service agency. Although the major offices of this agency are located in Putnam and Nassau Counties, the offices also have branch offices to serve the other three counties. This service provider supports most of the PIC's on-the-job training programs (OJT). The Job Service staff, therefore, gets notices of job openings from employers, recruits, screens and places qualified JTPA participants, and funds initial OJT.

The second most prominent service provider--the St. Augustine Technical Center--is a part of the State's system of vocational, adult general, and community education programs. The main campus of this Center is located in St. Johns County, but this campus has been over-subscribed, and an affiliated campus will begin operations in Putnam

Vignette #5: SUCCESSFUL FUNDRAISING

The Putnam County Chamber of Commerce was one of five recipients of economic development funds from the Northeast Florida PIC, Inc. The Chamber used these funds to support a variety of activities, including: co-sponsorship of an economic development study by a nationally known consulting firm; staff support to work with economic development prospects; and advertisements in trade publications and the publication of other marketing materials. However, the most distinctive use of these funds was to sponsor a pledge campaign from local businesses, in which the Chamber raised $778,500 for a four-year period, in support of economic development activities. This new source of funds represents an important example of how a local organization has leveraged the PIC's initial support to assure a long-term effort in economic development.

Vignette #6: EDUCATIONAL FACILITIES AS AN ECONOMIC DEVELOPMENT RESOURCE

An economic development study of Putnam County assessed the County's strengths and weaknesses as a potential site for various industries. A major weakness was considered to be the absence of a major educational facility at the postsecondary level. In fact, Putnam's residents had to commute to a neighboring county for relevant vocational training and education. As a result of the study--funded mainly by the Northeast Florida PIC, Inc.--the county was able to negotiate the opening of a major vocational-technical campus within its boundaries to start operating in 1989. The presence of the campus and its programs should put Putnam County in a more competitive position for its economic development initiatives, demonstrating another successful outcome from the use of PIC funds.

Vignette #7: JOB-CREATING ACTIVITIES IN ONE COUNTY

The Northeast Florida PIC, Inc. has provided the St. Augustine/St. Johns County Committee of 100 with contract support for the past two years. In the second year's annual report to the PIC, the Committee of 100 enumerated the following accomplishments: 1) the total employment in the county increased during the year by 2,114; 2) of this total increase, the Committee of 100 had been heavily involved in attracting eight firms to move into the area, accounting for 282 of the new jobs; 3) in addition, the Committee of 100 had been active with other local firms that had expanded, accounting for another 544 of the new jobs. In many cases, these jobs were for entry level employees, and employers worked with the PIC employment and training contractors to recruit new staff.

Table 1

TITLES II-A AND II-B SERVICE VOLUME, BY YEAR

Category	PIC Program Year			
	1984-1985	1985-1986	1986-1987	1987-1988
Expenditures for Titles II-A and II-B ($000)	$1,321	$2,202	$2,163	$2,087
No. of Participants, Title II-A	608	407	933	764
No. of Summer Youth	649	649	503	449
Proportion of Participants Removed from AFDC	89 of 104	146 of 193	118 of 186	102 of 214

Table 2

NO. OF TITLES II-A AND II-B PARTICIPANTS, BY SERVICE PROVIDING AGENCY

Service Providing Agency	PIC Program Year			
	1984-1985	1985-1986	1986-1987	1987-1988
Job Service of Florida	n. a.	575	498	492
St. Augustine Technical Center	n. a.	273	161	144
CITE of Northeast Florida	n. a.	208	129	57
St. Johns County Schools	n. a.	100	83	43
Assoc. for Retarded Citizens of Putnam County	n. a.	0	14	24
Other	n. a	0	48	4
TOTAL	n. a.	1156	933*	764*

* Does not include summer youth
n. a. = not available

County in the fall of 1989. The "tech center" provides most of the PIC's classroom training services, by using the PIC funds as financial aid for eligible students. The JTPA-supported students can therefore be found throughout all programs, and not only in special courses.

Table 2 shows one set of outcomes from these activities--i.e., the number of participants served by the various service providers, and Table 3 shows that the Northeastern Florida PIC, Inc. met or exceeded its performance standards for nearly all of the relevant eight performance criteria for the four most recent program years (1985 through 1988). As a result, the PIC has received bonus and incentive funds totalling about $400,000.

Summary

This section has documented the economic development and job training activities and outcomes of the Northeast Florida PIC, Inc. Although economic development outcomes as a whole--due to their complex nature--are not easily attributable to specific causes, most of the outcomes in SDA #7 and its five counties appear related to the three-year support from the PIC. Furthermore, the PIC has established an exemplary record of job training activities, having received performance bonuses in each of the last four years of its operations. Whether and how these economic development and job training activities have been linked is the subject of the next section of this case study.

Table 3

PERFORMANCE STANDARDS MET, BY YEAR

Standard	PIC Fiscal Year			
	1984-1985	1985-1986	1986-1987	1987-1988
Adult Entered Employment Rate	89.6% ✓	81.4% ✓	82.6% ✓	85.4% ✓
Adult Cost per Entered Employment	$1,931.49 ✓	$2,372.81 ✓	$2,611.66 ✓	$2,365.90 ✓
Adult Welfare Entered Employment Rate	80.0% ✓	68.3% ✓	81.1% ✓	83.3% ✓
Adult Average Wage at Placement	$4.31 ✓	$4.35 ✓	$4.34 ✓	$4.35 ✓
Youth Entered Employment Rate	72.0% ✓	32.4% ✓	30.2% ✗	37.7% ✓
Youth Cost per Entered Employment	$2,505.49 ✓	$4,446.07 ✗	discontinued	discontinued
Youth Positive Termination Rate	91.7% ✓	90.1% ✓	86.1% ✓	80.9% ✓
Youth Cost per Positive Termination	$1,966.11 ✓	$1,600.22 ✓	$1,652.62 ✓	$2,592.97 ✓
Bonus and Incentive Funds	$119,236	$87,907	$74,856	$120,239

(First year of PIC's operations = 1983-1984)

✓ = Performance standard met

✗ = Performance standard not met

C. How Links Among Agencies Improved Program Effectiveness

The preceding sections have documented the economic development and job training activities in the five counties comprising the Northeast Florida PIC, Inc. The extent to which these activities have been coordinated is the subject of the present section.

One reason for linking economic development and job training activities is so that the pertinent resources can be used in tandem. For instance, the tourist industry is a major and growing component of Northeast Florida's economic base. If specific economic development tools, such as the passage of a bed tax, are used to stimulate further growth, the job training activities would be more effective if directed at the development of skills required by the firms in the tourist industry. Less helpful would be the initiation of job training in some entirely unrelated subject, such as welding.

Extent of Coordination

In the case of the Northeast Florida PIC's activities, economic development and job training have worked together, but only to a limited extent. First, job training activities were not specifically included in the contracts with each county. Second, contracts also were not coordinated with each other, because each county designed and implemented its own initiatives independently.

Greater coordination but less activity might have occurred if first source agreements (or some other direct linkage between the economic development and training activities within each county) had been mandated as a part of these contracts, or if the five counties had acted collaboratively and produced a regional economic development plan (that also incorporated regional training activities). However, it may be premature to expect this level of coordination because economic development programs were just beginning in several of the counties. The counties may now be prepared to develop a more coordinated approach. Thus, the PIC support in building an infrastructure for economic development planning may be considered a major accomplishment.

Linkage Activities

Limited coordination (or linkage) occurred through four activities, which may be described as follows.

1. The PIC as Coordinator. Links among organizations occurred as a result of the composition of the PIC's board. When the PIC began operations in August 1983, it formalized previously informal ties among several people. The board consisted of the representatives of the following organizations:

- The Job Service of Florida (the main service contractor for OJT)--two persons;
- Local education agency;
- Vocational institution;
- Postsecondary institution;
- Community-based organization;
- Health and rehabilitation agency;
- Economic development agency;
- Organized labor; and
- Nominees from each of the five Chambers of Commerce.

The board includes people concerned with both job training and economic development. It provides them with the opportunity to meet, exchange views, and plan priorities.

The PIC Board meets formally every two months, but members maintain informal communications. Further, members and officers have limited terms of appointment (three years for members and one year for board officers), and the resulting turnover means that a large number of individuals has been exposed to the PIC's activities since 1983.

2. Marketing by the St. Augustine Technical Center. The St. Augustine Technical Center is one of 33 State-supported Area Vocational Centers in Florida started in 1963. It offers vocational, adult general, and community education at secondary and postsecondary levels.

Because the institution must place at least 70 percent of its graduates to maintain eligibility for State funding without reviews of their programs, these centers strive to develop reliable information about local labor markets, and design and offer courses that meet local employers' needs.

At the St. Augustine Center, the curriculum covers two types of programs: those intended to prepare people for standard occupations and programs designed to serve the needs of individual employers. Industry and services activities have been expanding rapidly in the past few years, with training being provided to such firms as Grumman St. Augustine Corporation, Riley Gear Corporation, VAW of America, Food Lion, Georgia Pacific Corporation (the largest employer in Putnam County), and Tensolite Corporation. Training may be offered in the classroom or at the site of the target firm.

In reviewing and designing its curricula for both types of programs, the staff of the centers (or of the regional coordinating councils within which the centers are organized) monitor labor market data and maintain contact with important members of the business community, including the Chambers of Commerce. In this sense, the staff maintain strong links with economic development activities.

3. First Source Agreements. Although first source agreements are not used to link the PIC's economic development and job training activities directly, limited first source agreements have been used in all of the five counties--most extensively in Putnam County. The agreements between firms and the PIC or its training contractor--the Job Service of Florida--are voluntary.

Under the terms of the agreement, training contractors provide recruitment, assessment, referral, screening, and placement services to the prospective employer. In return, the employer agrees to notify the training contractor of all entry level job openings, and also agrees to make a good faith effort to hire candidates provided by the training contractor. In Putnam County, the Job Services of Florida has signed over thirty such first source agreements.

This arrangement is a limited link because it has not been tied to specific economic development activities. A few firms may also have

received economic development assistance. Thus, one first source agreement in Nassau County is with a firm that was assisted by the Chamber of Commerce under the PIC contract.

4. Joint Presentations to Prospective Employers. The fourth type of link is when the local Chamber of Commerce assembles a team to respond to employers' requests for help or information.

In Putnam County for example, the team includes people familiar with economic development and job training activities so that employers' needs can be fully assessed. Further, the nature of JTPA's benefits to the employer, with regard to tax credits and on-the-job-training opportunities are part of the presentation. In this way, linkage between economic development and job training is facilitated.

D. PERSONS INTERVIEWED

State Representatives

Donald Dowd, State Job Training Coordinating Council, State of Florida, Tallahassee, Fla. (field representative for Service Delivery Area #7, Northeast Florida PIC).

Barbara Johnson, Executive Director, Region 10 Coordinating Council for Vocational, Adult General, and Community Education.

PIC Representatives

Joseph M. Brannon, Executive Director, Northeast Florida PIC, Inc., Jacksonville, Fla.

Jim Catlett, Executive Director, Northeast Florida Regional Planning Council, Jacksonville, Fla. (this organization serves as the fiscal agent for the PIC).

Brian D. Teeple, Deputy Executive Director, Northeast Florida Regional Planning Council, Jacksonville, Fla.

Current Members of the PIC Board of Directors:

Anthony J. Leggio (past chairman)
Brenda Ramsey
John Reilly
Danny Wright

Economic Development Organizations and Representatives

Baker County Chamber of Commerce: Ginger Barber, Chamber Administrator

Clay County Committee of 100: Jim Proctor, Jr., Executive Director

Nassau County Committee of 100, Inc.: Edward M. Rodriguez, Executive Vice President; Jeanne H. Layland, Coordinator, R&D; and Anthony J. Leggio, past chairman

Putnam County Chamber of Commerce: C.W. Larson, II, Executive Vice President

St. Augustine/St. Johns County Committee of 100: Paul G. Merchant, Sr., Executive Director (economic development); and Jeanne Salasin, economic development staff person

PIC Service Providers

Job Service of Florida (Putnam County): Brenda Ramsey, Manager

Job Service of Florida (Nassau County): D.L. "Danny" Wright, Manager; Janice Ankrim (staff specialist)

Job Service of Florida (St. Augustine): Ina F. Backman, Branch Office Supervisor; and Carol Scriver, Employment Service Representative

St. Augustine Technical Center: Mary Alice Allman, Head, Division of Student Services (also first executive director of the Northeast Florida PIC, Inc.)

Employers of JTPA Clients

John Reilly, Director of Personnel, Amelia Island Plantation, Nassau County

Earl Titcomb, Amelia Home Health Care, Nassau County

Cheryl Hollingsworth, Assistant Director of Nurses, Waverly Management Co., St. Johns County

Bud Gray, Red Barn Nursery, Putnam County

Joan Walker, Official of the City of Palatka, Putnam County

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CASE FIVE

GREATER GRAND RAPIDS ECONOMIC AREA TEAM

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Case Study of Economic Development and Job Training Linkage in the Grand Rapids, Michigan Area

A. The Economic and Institutional Setting

The Economic Setting

This case study covers Grand Rapids, located in western Michigan (see map in Figure 1). The city of Grand Rapids is in Kent County, which covers 864 square miles. Grand Rapids is in the heart of the rustbelt, located 130 miles from Detroit and 150 miles from Chicago, and accessible to major industrial areas.

In 1987, the estimated population of Kent County was 485,000; in 1980, 90 percent of its population was White. The County is reported the fastest growing in Michigan. About 80 percent of the growth in jobs appears to be among firms with 50 or fewer employees. In addition, business retention rates appear to be high. The County boasts firms in 19 of the 20 major industrial sectors (all but tobacco), including businesses in the automobile, office furniture, food manufacturing, paper technology, pharmaceuticals, high-tech machinery, and agriculture industries. Among manufacturing firms, 86 percent are non-union. Thirty-three percent of the labor force in Grand Rapids is in manufacturing industries, compared to a State average of 22 percent and a national average of 15 percent. In January 1989, the unemployment rate in Grand Rapids was 5.9 percent--below the State average of 7.2 percent.

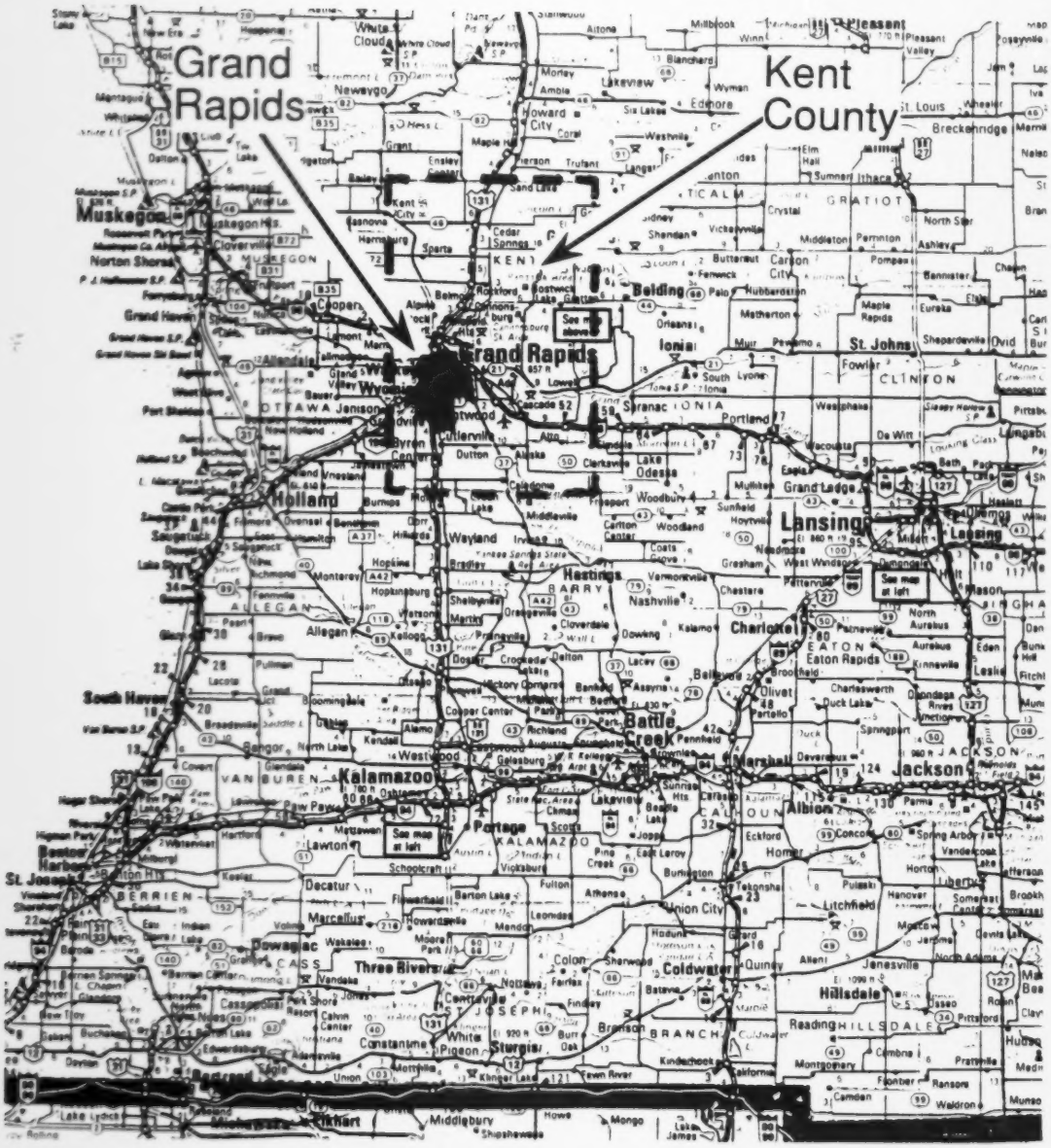
The Institutional Setting

Central Organization. The Greater Grand Rapids Economic Area Team (GGREAT) was established in 1984 by Mayor Gerald Helmholdt to coordinate local economic development activities. Over 60 organizations (public and private) are involved in economic development, and GGREAT's mission is to serve as:

> ...a forum for the Grand Rapids area to design and implement a focused growth program to stabilize, diversify, and strengthen the area economy.

Figure 1

LOCATION OF GRAND RAPIDS, MICHIGAN



GGREAT is staffed by an Executive Director and two support staff. Its policy board has 26 members, representing local business, elected officials, education and health institutions, unions, utilities, and the private industry council (PIC). The board is advisory in nature, setting policy, assessing community economic development needs, and conducting planning, marketing and public relations activities. GGREAT carries out the following activities through eight committees, which meet monthly:

- Marketing and Public Relations Committee;
- Long-Range Planning Committee;
- Technical Committee;
- Service Provider Evaluation Committee;
- Legislative Committee;
- Finance Committee;
- Community Economic Development Needs Task Force; and
- International Trade Committee.

GGREAT's budget is $127,000, with most funds coming from The Right Place Program. In addition, GGREAT uses another $150,000 to support three subcontracts (described below).

Initiation of Linkage Activities. Linkage activities are conducted through two initiatives: The Right Place Program (started in 1984) and GGREAT's role as a community growth alliance (started in 1985).

The Right Place Program is a Kent County-wide economic development organization, which obtained commitments of $4 million--about 70 percent from the private sector and about 30 percent from the public sector (see next section).

GGREAT's status as a Community Growth Alliance began when Governor James J. Blanchard approved GGREAT as one of 39 in Michigan. This designation requires GGREAT to offer three services--which GGREAT

administers through subcontracts. First, the "area development office" assists in site selection, financial packaging, and other business assistance. This is carried out by the Grand Rapids Area Chamber of Commerce. Second, the "local procurement office" carried out by the Grand Rapids Junior College, assists those interested in obtaining Federal and State contracts. Third, a small business center assists small businesses--managed by the College Consortium Assisting Business and Industry, which assigns the administrative responsibility to a different member each year (for 1989, the agent was the Davenport Entrepreneurial Center).

To support these activities, the Michigan Department of Commerce provides GGREAT with $160,000 a year, 95 percent of which is used to pay for the subcontracts.

Implementation. GGREAT began its work by commissioning a three volume study by the Battelle Memorial Institute (Battelle Columbus Division, 1986) addressing: community strengths and weaknesses, target activities, and a development strategy. GGREAT has used this information to guide its priorities and activities (Roeder, 1987).

In addition to GGREAT's relationship with The Right Place Program and the three subcontracts administered as part of the Community Growth Alliance program, GGREAT has coordinated over 60 organizations involved in economic development in the Grand Rapids community (Roeder, 1987). The City of Grand Rapids Development Office, the Region Eight Development Corporation, and the Grand Valley State University's Office of Economic Expansion offer economic development tools for large and small businesses, as well as for startups. GGREAT's accomplishments led to an award from Governor Blanchard in 1987 under the Communities of Excellence Program.

B. Economic Development and Job Training Activities Attributable to Links Among Organizations

Figure 2 depicts the range of economic development and job training activities addressed under GGREAT's umbrella role and through Michigan's Community Growth Alliance (CGA) program. Activities and outcomes are described below. Section C describes coordination among these activities and explains the role of GGREAT in creating these links.

Economic Development Activities and Outcomes

Over 60 organizations in Kent County are engaged in economic development. However, three organizations--private and public--dominate.

The Right Place Program shares Area Development Office (ADO) responsibilities with the Chamber of Commerce. The Program promotes local economic development by marketing for GGREAT, helping local businesses expand and stay in the area. The Right Place is in its final year of a five-year effort to create 38,000 jobs--15,000 of them new jobs. It has three major goals:

Goal 1: To Strengthen Existing Local Business

- Local Business Support
- Community Image Promotion
- Management Information
- International Trade Development
- Government Liaison
- Government Procurement

Goal 2: To Support Creation of New Local Business

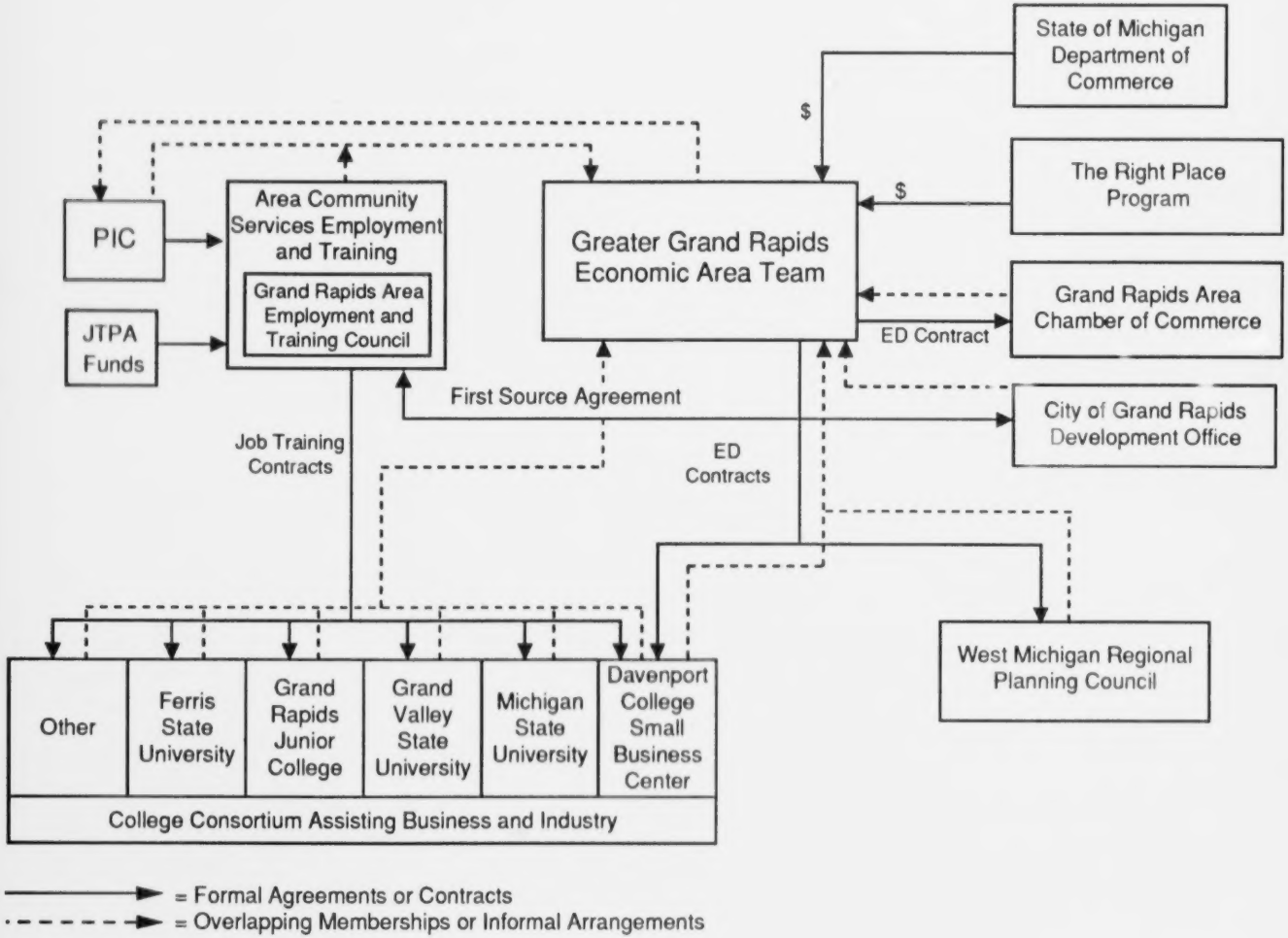
- Entrepreneurial Assistance
- Financial Resources

Goal 3: To Attract Outside Business to the Community

- Targeted Industries Solicitation
- Advertising and Public Relations

Figure 2

LINKS AMONG ORGANIZATIONS IN GRAND RAPIDS, MICHIGAN



- Local Marketing
- Conventions and Tourism
- Information Data Base
- Area-Wide Economic Planning
- Research

Private industry funds 70 percent of The Right Place's budget. Kent County and suburban cities and townships pay for the other 30 percent. Program staff include an executive director, an assistant director, one research assistant, and two administrative assistants. Industries targeted for assistance over the next five years include fabricated metals, office furniture, tool and die, food processing, and plastics. Help consists primarily of putting businesses in touch with local resources. For instance, tools for business expansion and attraction include the referral of businesses to local banks, help in finding suitable sites, and help in planning, carrying out expansions, and developing work-force skills. Employers report training as the single most important factor when considering expansion. As businesses decide what they need, The Right Place refers them to local training services. The business and the training organization must then establish a working relationship. There is no follow-up or formal agreements under by The Right Place.

The City of Grand Rapids Development Office helps local business to expand by offering help in obtaining tax abatements, industrial revenue bonds, SBA loans, local bonds, tax exempt bonds, and financial advice. The Office is primarily concerned with developing or redeveloping Grand Rapids's residential, commercial, and industrial neighborhoods. It also coordinates the re-use of surplus City-owned properties. In the last eight years, there have been 300 major expansions, mostly by manufacturing companies.

Its 1989 budget was $511,000, coming solely from the City of Grand Rapids General Fund. The Development Office Manager reports to the Assistant City Manager for Planning and Development Services (one of five Assistant City Managers). Currently, the organization is staffed by eight professionals and two support personnel.

Grand Valley State University. The third set of relevant activities is sponsored by the Grand Valley State University's (GVSU) Office for Economic Expansion (OEE). GVSU's involvement reflects the national trend of involvement in economic development by institutions of higher education. OEE has a budget of $200,000 to serve as a liaison between local industry and program development. In this capacity, OEE sponsors an annual entrepreneurship forum and negotiates contracts between companies needing training assistance and local training consultants. Since 1986, OEE has offered financial assistance to start-up and expanding companies. It also packages loans in cooperation with local banks.

OEE also helped create two interorganizational linkages in the Grand Rapids area. The first was OEE's participation in the coordination between Battelle Laboratories and GGREAT during the economic assessment study conducted by Battelle. Further, GVSU officials are represented on GGREAT's Policy Board and on two of its committees.

The second was OEE's participation in forming the College Consortium Assisting Business and Industry (CCABI) (see Vignette #1). Through CCABI, colleges collaborate to meet the training needs of local businesses. Services were strengthened by offering multiple providers, enabling CCABI to win a contract from GGREAT to operate the Small Business Assistance Network (SBAN).

Small Business Assistance. The W.A. Lettinga Entrepreneurial Center, a division of Davenport College, helps new and small businesses through entrepreneurship programs, business management, and computer training. Entrepreneurs can train in communications, management, marketing, or finance, as well in programs customized for their particular problems. The Center also helps businesses to design office systems, marketing procedures, and personnel policies. The Center began operations in March 1984. For the program year ending October 1988, it reported:

- Short-term (less than 15 minutes) contact with about 1,400 persons;
- Short (less than one hour) counseling sessions with about 700 persons; and

Vignette #1: EXPLORING BUSINESS OPPORTUNITY:
THE COLLEGE CONSORTIUM ASSISTING BUSINESS AND INDUSTRY (CCABI)

The College Consortium Assisting Business and Industry (CCABI) was created in 1985 to help in the growth of new and existing businesses. CCABI consists of 11 colleges and universities from the Grand Rapids/Kent County area. Representatives from the 11 schools meet monthly to discuss current trends in entrepreneurship. CCABI offers training by matching a business with the school that fits the business's particular needs.

- Training programs with about 2,000 participants.

Outcomes. First, The Right Place reports creating and preserving jobs by retaining and expanding local business. In its role as a liaison, The Right Place first conducts an annual "Kent County Business Assessment Survey," to identify those companies that have immediate expansion plans. This data is the base of the strategic plan for business assistance. Meetings are arranged with the businesses, and often a representative from a training organization attends. All businesses are referred to training providers for their own follow-up. As a result, in 1989, The Right Place reported the outcomes shown in Table 1 from its outreach efforts ("The Right Place Program Executive Briefing," February 1989).

Second, the W.A. Lettinga Entrepreneurial Center sponsored and coordinated a pilot project to help displaced workers become small business owners as an alternative to re-employment (see Vignette #2). It was supported from Title III and private funds (half of the current enrollment in a 1989 class are JTPA-eligible clients). The Kent-Ottawa Program for Entrepreneurs (KOPE) had 28 graduates after its first year in 1988, including nineteen business start-ups and 48 new jobs.

Finally, Vignette #3 describes how the start-up of Applewhite Industries, Inc., a new, light manufacturing business in 1989, employed hard-to-reach people.

Job Training Activities and Outcomes

Activities. The Grand Rapids Area Employment and Training Council (GRAETC) administers JTPA funds for all of Kent County. Its activities have focused on Title II-A and II-B programs (see Table 2). GRAETC is a division of the Area Community Services Employment and Training Council, a consolidated organization of City and County services. The PIC serves in a policy making capacity to GRAETC and is not separately incorporated. PIC members include representatives from private business, banks, public schools, unions, training and ED organizations, public agencies, and State agencies.

Table 1

RETENTION AND EXPANSION OUTCOMES
REPORTED BY THE RIGHT PLACE IN 1989

Type of Business	Outcome
Material handling systems manufacturer	Link to training providers following major expansion (100 new jobs in 1988)
Homecare products manufacturer	Link with provider for quality assurance program; 300 new jobs
Auto manufacturer	Liaison with local suppliers and assistance with quality assurance program; 1000 new jobs in three years
Furniture manufacturer	Consolidation of satellite factories with site relocation assistance; 100 new jobs
Two production facilities	Link with training provider for quality assurance program and employee involvement program; 300 jobs retained
Automotive trim supplier	Link with community resources for modernization plan and plant closing prevention; 75 jobs retained
Musical instrument manufacturer	Assistance with plant expansion; 100 new jobs

Vignette #2: KENT/OTTAWA PROGRAM FOR ENTREPRENEURS (KOPE)

The Kent/Ottawa Program for Entrepreneurs (KOPE) is a demonstration project developed by GRAETC and funded in part by the Michigan State Department of Labor. The program recruits dislocated workers with the skills and interest for starting their own businesses. Eligible persons must have been dislocated (part of business closings or sizable lay-offs) and unemployed for over 15 weeks. Such individuals may then enroll in classes of 16-24 persons for a ten-week period (thirty hours per week). KOPE consists of four phases: a "Should I Start a Business" workshop; a "How to Start..." workshop; a "Successful Entrepreneurship" ten-week training program; and, for those who ultimately start their own business, a mentor from the Chamber of Commerce is assigned for one year. Assistance ranges from credit/financial referral to marketing to tax and legal assistance.

Vignette #3: APPLEWHITE INDUSTRIES, INC.
EMPLOYING THE UNEMPLOYABLE

Mary Ousler, currently chairman of the PIC, created Applewhite Industries, Inc., a production/assembly service company, to give the "unemployable" a chance to work. After years as personnel director, she knew that there were many people who would never find jobs. As a PIC board member, she had seen a resume of a man submitted to GRAETC--named John Applewhite--who was milled through the system more than five years before. This caused her to take action.

Ms. Ousler started Applewhite Industries, Inc., in 1988, and currently employs 25 people, the majority being hard-to-reach people who have had no success getting placed in full-time jobs. The company boasts high performance, enthusiastic morale, and a low error rate.

Table 2

TITLES II-A AND II-B SERVICE VOLUME, BY YEAR

Category	PIC Program Year			
	1984-1985	1985-1986	1986-1987	1987-1988
Expenditures for Titles II-A and II-B ($000)	$2,350*	$2,894*	$3,409*	$3,280
No. of Participants, Title II-A	1,431	1,361	1,652	1,598
No. of Summer Youth	n. a.	n. a.	n. a.	1,080
Proportion of Participants Removed from AFDC	n. a.	n. a.	n. a.	n. a.

n. a. = not available
* Total does not include Title II-B expenditures

Table 3 lists the service providers used by GRAETC to serve Title II-A participants. Table 4 lists major service providers for Title II-B participants.

GRAETC plans programs and contracts with public and private providers. Contractors are chosen annually through a competitive bidding process, which the PIC oversees. GRAETC uses 17 contractors, including public and private schools, colleges, technical schools, citizen action groups, State organizations, and urban and religious groups. GRAETC's Central Intake Unit (CIU) recruits participants through advertisements with local newspapers, radio, and television, and allocates them to most JTPA Title II-A programs. CIU visits contractors to enroll applicants in training programs, and to assess the reading and math skills, the vocational interests, and the work behavior of applicants to determine the best training.

GRAETC offers many types of training, although occupational classroom training is the largest. Contractors enroll JTPA participants in courses that teach such job-specific skills such as accounting, industrial electronics, auto body repair, microcomputer applications, computer aided design/manufacturing, welding, furniture finishing, and word processing.

Through limited work experience (LWE), contractors help participants with little or no work experience or with inappropriate work behaviors. LWE offer participants gain work experience at a part-time job in a public or private non-profit organization, earning the minimum wage, coupled with occupational or basic academic skills training.

GRAETC participants also may receive skills training in an on-the-job training (OJT) environment. Private businesses train workers under agreement with the OJT contractor. Employers are reimbursed for no more than 50 percent of the participants' wages during the training period.

GRAETC's employment development service provides indepth vocational assessment, remedial education, and assertiveness and motivational training. Other services include an ex-offender contact center and a women's resource center. Also, the direct placement program immediately places job-ready participants into employment opportunities without any training. GRAETC also supports youth programs including:

Table 3

NO. OF TITLE II-A ADULT PARTICIPANTS, BY SERVICE PROVIDING AGENCY

Service Providing Agency	GRAETC Program Year			
	1984-1985	1985-1986	1986-1987	1987-1988
Grand Rapids Junior College	623	553	446	409
Michigan Employment Security Commision	149	137	189	192
City of Grand Rapids	179	215	209	167
Grand Rapids Urban League	93	150	179	145
Davenport College Career Center	0	36	115	129
Women's Resource Center	196	272	258	362
Hope Rehabilitation Network	90	76	103	108
Chandler Schools	0	92	76	76
Other	350	165	490	458
TOTAL	1,431*	1,361*	1,652*	1,598*

* The total only counts each individual participant once, whereas the schools may count the same participant more than once if the participant is enrolled in more than one program.

Table 4

NO. OF TITLE II-A,
EXEMPLARY YOUTH PROGRAM PARTICIPANTS,
BY SERVICE PROVIDING AGENCY

Service Providing Agency	GRAETC Program Year			
	1984-1985	1985-1986	1986-1987	1987-1988
Grand Rapids Public Schools (Youth Employment Program)	131	199	210	689
Kent Intermediate School District	145	155	190	238
Other	45	74	141	153
TOTAL	321	428	541	1,080

- Exemplary Youth Program--designed for operation during the school year;
- Summer Youth Employment Program--providing valuable work experience during the summer; and
- Michigan Youth Corps--designed for youth 18 to 21 years of age.

In addition to GRAETC, the Grand Rapids Junior College (GRJC) offers training services for businesses. GRJC works closely with representatives from area educational institutions and human resource agencies, to link and integrate their programs with GRJC services. They also assist area companies in setting up dislocated worker assessment programs, which include career and employability skills testing, and customized training courses through GRJC's Applied Technology and Occupational Training Programs.

GRJC coordinates the implementation of the Michigan Opportunity Card, a program sponsored by Governor Blanchard (see Vignette #4).

The Clearinghouse for Training Resources (CTR) offers a free brokering service matching businesses with training organizations including universities, vocational schools, adult education programs, K-12 education, and private trainers (see Vignette #5). CTR identifies qualified training organizations, gives the business a choice of trainers, and then makes the business responsible for setting up an agreement with the training organization.

Outcomes. Tables 3 and 4 list the number of Title II-A and Title II-B participants, respectively. Table 5 shows that GRAETC met or exceeded its performance standards for most of the relevant eight performance criteria for the four most recent program years (1985-1988). As a result of this exemplary performance, GRAETC has received bonus and incentive funds totalling $806,851 for program years 1986-1988.

Vignette #4: The Michigan Opportunity Card

The Michigan Opportunity Card program is sponsored by Governor James J. Blanchard's Cabinet Council on Human Investment and, once in full operation, the Michigan Opportunity Card will enable all Michigan residents to: learn about local job training and education services; identify interests and skills; develop a career plan; build a resume of accomplishments; receive job placement assistance; and improve job skills.

The Opportunity Card uses state-of-the-art technology to integrate the state's diverse job training and adult education services. The Card holds a computer microchip which has 4K memory, and input and output functions. This provides the cardholder with easy access to job skills, resume, service directories, and educational programs.

Currently, the users of the Michigan Opportunity Card include low-income high school graduates and dislocated workers. These users can access the system at any of 29 community colleges--where a staff person of the community college runs the computer equipment and assists the user in locating services and information needed.

Vignette #5: "THE RIGHT CONNECTION FOR BUSINESS"
CLEARINGHOUSE FOR TRAINING RESOURCES

Since 1982, the Clearinghouse for Training Resources (CTR) has connected business and industry with effective training organizations. CTR also works directly with employees, or people who are out of work and need specific training. After assessing a client's needs, CTR provides contacts in the training and business development fields. CTR utilizes an electronic bulletin board listing training requests on-line allowing educational institutions to see if they are qualified to help. Then, CTR gives the requester a list of trainers to choose from.

Table 5

PERFORMANCE STANDARDS MET, BY YEAR

Standard	GRAETC Fiscal Year			
	1984-1985	1985-1986	1986-1987	1987-1988
Adult Entered Employment Rate	80% ✓	80% ✓	79% ✓	83% ✓
Adult Cost per Entered Employment	$3,256 ✓	$2,930 ✓	$2,834 ✓	$2,591 ✓
Adult Welfare Entered Employment Rate	n. a.	n. a.	n. a.	n. a.
Adult Average Wage at Placement	$5.01 ✓	$5.12 ✓	$5.39 ✓	$5.55 ✓
Youth Entered Employment Rate	n.a.	47% ✓	37% ✗	58% ✓
Youth Cost per Entered Employment	$4,564 ✗	n. a. ✗	$4,735 ✗	$2,795 ✓
Youth Positive Termination Rate	n. a.	95% ✓	94% ✓	96% ✓
Youth Cost per Positive Termination	$3,786 ✗	n. a. ✗	$1,855 ✓	$1,699 ✓
Bonus and Incentive Funds	n. a.	$339,605	$215,390	$251,856

(First year of GRAETC operations = 1978)
n. a. = not available
✓ = Performance standard met
✗ = Performance standard not met

C. How Links Among Agencies Improved Program Effectiveness

Extent of Coordination

The preceding section described economic development programs and an active job training program. In this sense, the Grand Rapids area has benefited from GGREAT and key agencies such as GRAETC. However, no agency records the extent to which these outcomes have been coordinated. Thus, we could not assess whether jobs created by The Right Place were filled with JTPA participants. Similarly, the economic development benefits from GRAETC's training programs--whether the programs encouraged new business development or expansion--could not be measured.

Direct coordination between economic development and job training activities was found in two specific instances. First, the Kent/Ottawa Program for Entrepreneurs (KOPE), offering entrepreneurial training to dislocated workers; second, the first-source agreement between the job training agency, GRAETC, and the City of Grand Rapids Development Office. However, neither claimed extensive links between economic development and job training.

Linkage Activities

KOPE links economic development (encouraging new business starts) with job training (training persons eligible for Title III funds). KOPE's activities and outcomes have been described above.

First Source Agreement. GRAETC and the City of Grand Rapids entered into a first source agreement in January 1984, under which GRAETC agreed to provide employment and training services in conjunction with the City's efforts to attract new businesses, or to expand or retain current businesses. GRAETC selects candidates and designs training programs or operates OJT for the business. In turn, businesses receiving development assistance from the City agree to consider GRAETC candidates the first source of referral.

Although the City has assisted numerous businesses, and although GRAETC trains and places many people annually, no data were available

to document and assess the extent to which this first source agreement had resulted in jointly desired economic development and job training outcomes.

GGREAT Board of Directors and Other Overlapping Memberships. A third link is directly through GGREAT. Its board of directors includes people who serve in other organizations. The past chairperson of the PIC, for example, is on the board. GGREAT's executive director is a member of the PIC's board.

These overlapping memberships are potentially the most important link. GGREAT's board meets monthly; these meetings and informal interactions among members--as well as the work of GGREAT's eight committees--allow widespread communications and collaboration.

D. PERSONS INTERVIEWED

PIC Representatives

Current Members of the PIC Board of Directors: Mary Ousler, Chairperson; Milt Rohwer, Vice-Chairperson; and Susan Roeder

Economic Development Organizations and Representatives

City of Grand Rapids Development Office: Ned Zimmerman, Development Manager; and Charles Krupp, Certified Industrial and Economic Developer

The Right Place Program: Birgit Klohs, Director; and Steve Nobel, Assistant Director

Grand Rapids Area Chamber of Commerce: Milt Rohwer, President; and Amy Winkler, Research Assistant

Susan Roeder, Executive Director, Greater Grand Rapids Economic Area Team

Douglas Smith, Director, Office of Economic Expansion, Grand Valley State University

Service Providers

Jack Brothers, Director, Davenport College Entrepreneurial Center

Robert Chapla, Davenport College Training Center

Area Community Service and Employment Training Council: Beverly Drake, Executive Director; and Charles Bearden, Associate Director

Grand Rapids Area Economic and Training Council: Sharon Worst, Employment & Training Broker; and Maureen Downer, Program Coordinator

Grand Rapids Junior College: Julie Johnson, Director of Contracted Services; and Phyllis Reyers, Business & Industry Communications

Phyllis Monique, Clearinghouse for Training Resources

College Consortium Assisting Business and Industry

Employers of JTPA Clients

Michael Nesbitt, Personnel Manager, Laser Alignment

Mary Ousler, Applewhite Industries

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CASE SIX

SEATTLE-KING COUNTY ECONOMIC DEVELOPMENT COUNCIL

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Case Study of Economic Development and Job Training Linkages in Seattle-King County, Washington

A. The Economic and Institutional Setting

This case study focuses on the economic development (ED) activities of the Seattle-King County Economic Development Council (EDC) and its interactions with other ED and job training organizations, such as the Seattle-King County Private Industry Council (PIC) and the Seattle Department of Community Development (DCD). Although there are several public and private organizations in the Seattle metropolitan area that engage in activities in these two areas, the EDC represents the type of linkages possible across public agencies and private industry. The lessons learned from the EDC experience appear to also be representative of the other Seattle and King County agencies.

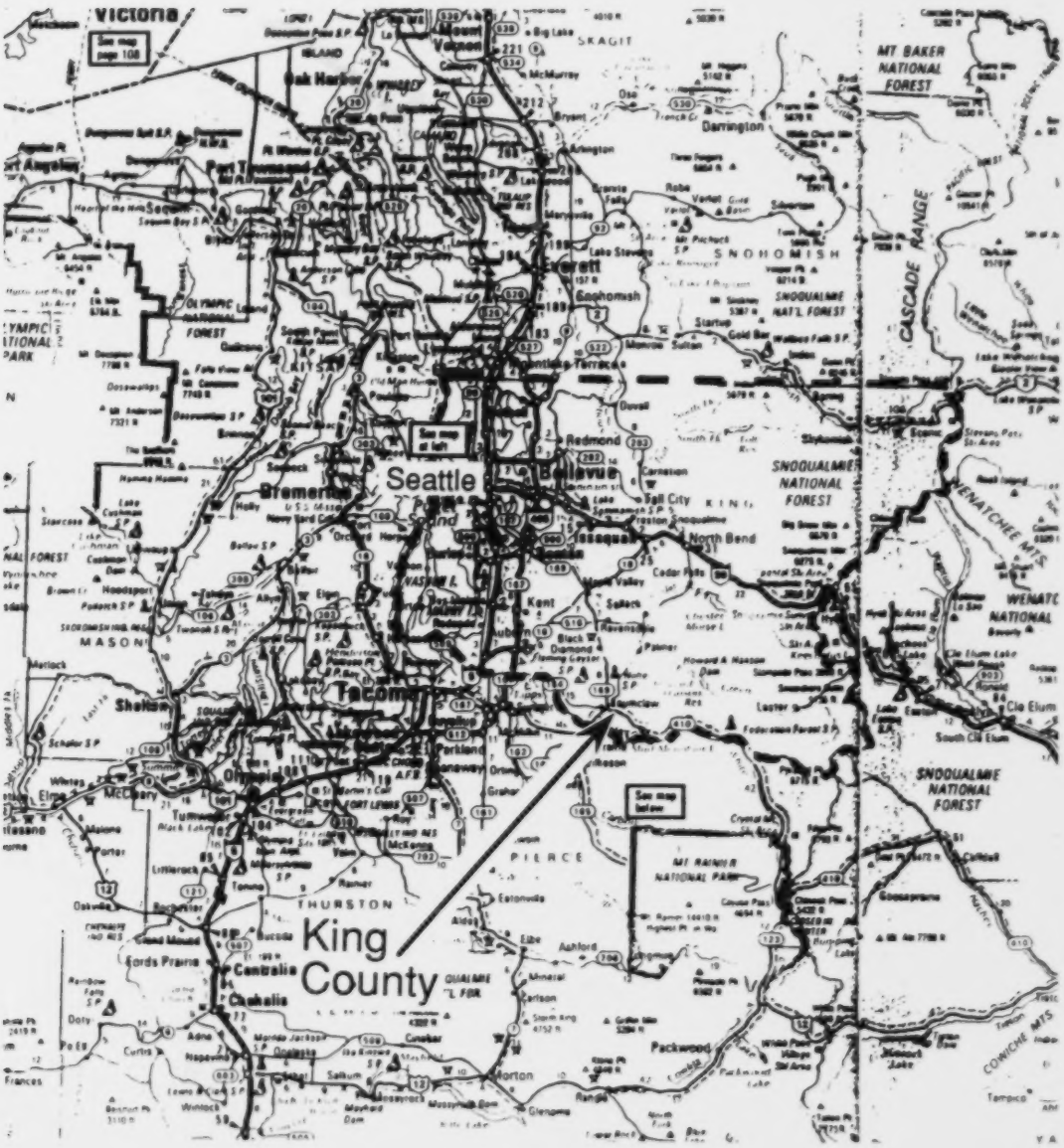
The case study is organized into three sections. Section A presents the economic and institutional setting in Seattle-King County within which economic development and job training take place. Section B describes the specific activities of the EDC and PIC, as well as the observed outcomes from these activities and the linkages with other relevant organizations. Finally, Section C explores the ways in which the linkages among agencies has improved the effectiveness of both economic development and job training practices.

The Economic Setting

The City of Seattle and the surrounding King County (see Figure 1) form the largest metropolitan region in the State of Washington, both in geographic size and in population. King County covers 2,235 square miles (larger than Rhode Island and Delaware together) and encompasses Seattle an 29 other cities and towns. In 1980 the population of the County was 1.2 million--nearly 1/3 of the State's population. Of the 1.2 million, approximately 494,000 (41 percent) people live in the City of Seattle. The City and County serve as a catch basin for the rest of the Pacific Northwest population, with many people migrating to the metro area if work is not available in the outlying areas.

Figure 1

LOCATION OF SEATTLE AND KING COUNTY, WASHINGTON


Victoria
Seattle
Tacoma
King
County
Bellevue
Everett
Bremerton
Olympia
Redmond
Kent
Auburn
Issaquah
North Bend
Snoqualmie
Enumclaw
Sumner
Puyallup
Orting
Buckley
Eatonville
Ashford
Packwood
Morton
Centralia
Chehalis
Shelton
Elma
McCleary
Montesano
Aberdeen
Hoquiam
Darrington
Sedro Woolley
Mount Vernon
Oak Harbor
Port Townsend
Sequim
Port Angeles
Lake Stevens
Snohomish
Monroe
Sultan
Gold Bar
Startup
Skykomish
Stevens Pass
Lake Wenatchee
Leavenworth
Cashmere
Wenatchee
Chelan
Entiat
Cle Elum
Roslyn
Ellensburg
Kittitas
Thorp
Vantage
Ephrata
Soap Lake
Moses Lake
Quincy
Othello
Connell
Pasco
Kennewick
Richland
Prosser
Grandview
Sunnyside
Toppenish
Yakima
Naches
Selah
Moxee
Zillah
Granger
Wapato
Harrah
Tieton
Goldendale
Bingen
White Salmon
Hood River
Stevenson
Carson
Cascade Locks
Mount Adams
Mount Rainier
Mount Baker
Glacier Peak
Mount Stuart
Cascade Range
Olympic Mountains
Wenatchee Mts
Coniche Mts
Skagit
Snohomish
King
Pierce
Thurston
Mason
Kitsap
Lewis
Klickitat
Yakima
Kittitas
Chelan
Douglas
Grant
Adams
Franklin
Benton
Walla Walla
Columbia
Garfield
Asotin
Whitman
Lincoln
Spokane
Stevens
Pend Oreille
Ferry
Okanogan
Grays Harbor
Pacific
Wahkiakum
Cowlitz
Clark
Skamania
Olympic National Park
Olympic National Forest
Mt Baker National Forest
Snoqualmie National Forest
Wenatchee National Forest
Mt Rainier National Park
Gifford Pinchot National Forest
Columbia River
Puget Sound
Lake Washington
Lake Sammamish
Lake Union
Lake Chelan
Lake Roosevelt
Lake Wenatchee
Lake Cle Elum
Lake Kachess
Lake Keechelus
Lake Easton
Lake Tapps
Lake Sawyer
Lake Kapowsin
Lake Tanwax
Lake Spanaway
Lake Meridian
Lake Wilderness
Lake Youngs
Lake Desire
Lake Sawyer
Lake Morton
Lake Kathleen
Lake Sammamish
Lake Stevens
Lake Goodwin
Lake Cassidy
Lake Ki
Lake Whatcom
Lake Samish
Lake Padden
Lake Terrell

According to the 1980 census, minorities comprise less than 15 percent of the general population, but more than 25 percent of the economically disadvantaged population over 13 years old. The County population is 7 percent Asian, 2 percent Black, and 90 percent White. Eleven percent of Seattle's population in 1980 was living below the poverty level.

After several years of economic decline, the Seattle area is experiencing renewed growth. Growth is fueled by large orders for Boeing aircraft and emerging high tech community. Unemployment has fallen from 9 percent in 1984, to 4.5 percent today. According to one informant, "the problém now is not creating jobs, it is getting hireable bodies--i.e., people who have the skills to do the work." However, the growing labor shortage does not appear to have improved the job prospects for the hard core unemployed.

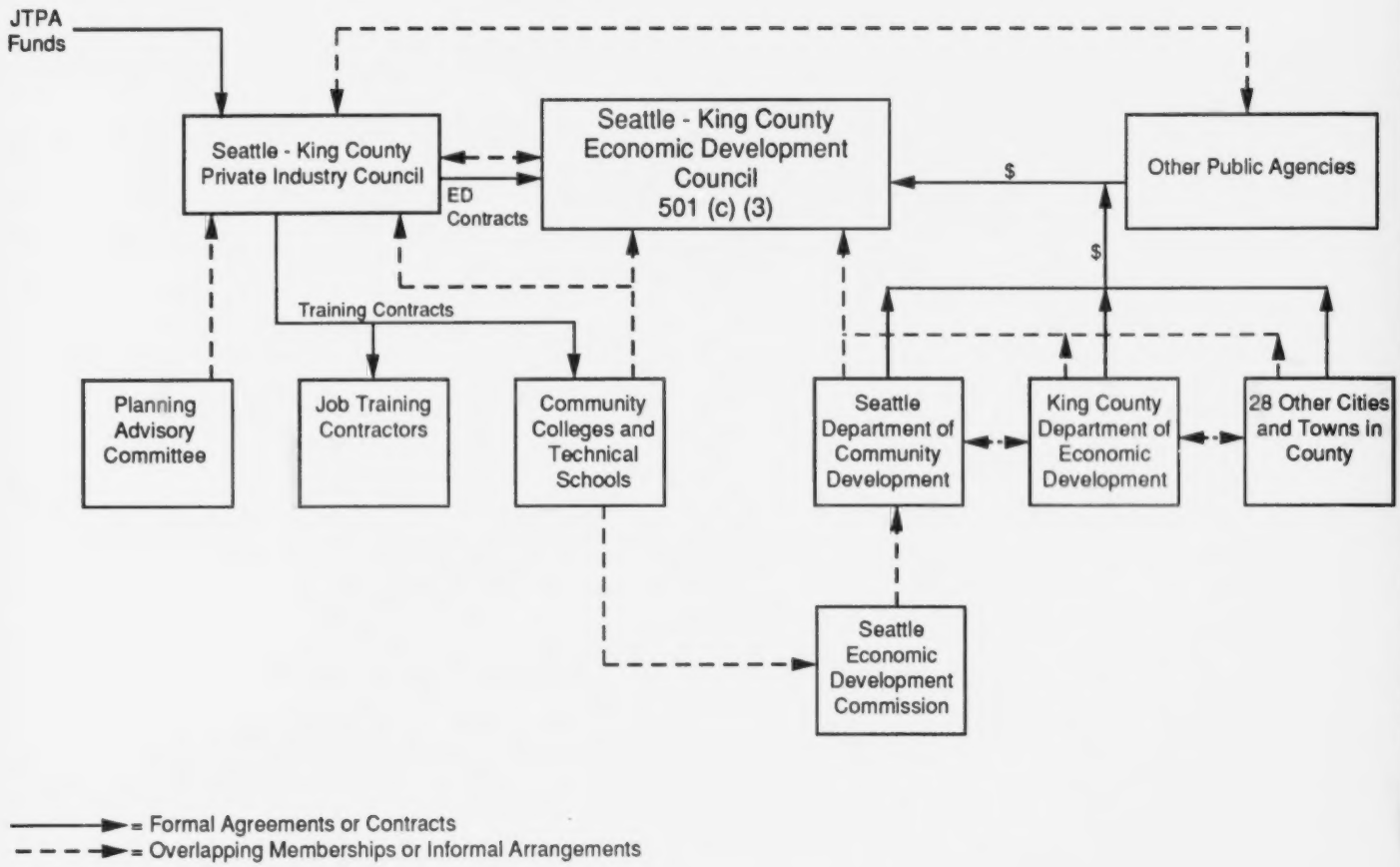
The Institutional Setting

Central Organization. There are several organizations involved in economic development and job training. Both Seattle and King County have economic development agencies that coordinate public development activities through various federal grant programs. However, the Seattle-King County Economic Development Council (EDC) was established for the specific purpose of fostering economic development within the entire metropolitan region. Job training is sponsored by the Seattle-King County Private Industry Council, Inc. (PIC) through contracts with local providers. The functions of both these organizations are described in the following paragraphs and the relationships between them and with other local agencies is shown in Figure 2.

The EDC was created in 1985 as a non-profit, local, economic development organization. The purpose of the EDC is to facilitate and coordinate public and private economic development programs across 30 cities and towns, the Port of Seattle, King County, the Chamber of Commerce, community colleges, and private business. Its goal is to enhance the economy, income, and employment of those living in King County by:

Figure 2

LINKS AMONG ORGANIZATIONS IN SEATTLE - KING COUNTY, WASHINGTON


JTPA Funds
Seattle - King County Private Industry Council
ED Contracts
Seattle - King County Economic Development Council 501 (c) (3)
$
Other Public Agencies
$
Training Contracts
Planning Advisory Committee
Job Training Contractors
Community Colleges and Technical Schools
Seattle Department of Community Development
King County Department of Economic Development
28 Other Cities and Towns in County
Seattle Economic Development Commission
= Formal Agreements or Contracts
= Overlapping Memberships or Informal Arrangements

- Diversifying and strengthening the economic base;
- Increasing the area's tax base;
- Retaining existing businesses;
- Expanding existing businesses;
- Creating private employment opportunities;
- Creating new businesses; and
- Attracting new businesses to the area.

The EDC works with firms already in the area and those moving to the area to expedite permit processes, loan screening, and planning. It is governed by a joint public/private 36-member board that employs an 11 member staff (seven professional, four support) to deliver business and community economic development services. The EDC Board operates through committees: Membership, Business Development, Education and Employment, and Public Policy and Facilities committees. There are also three local policy task forces (West, South, and East) to provide geographically balanced advice to the EDC. The Executive Committee meets monthly and the full board meets every two months.

The EDC receives 80 percent of its funds from public and private program sources and 20 percent from contracts from state, federal, and private organizations. It contracts with 21 local governments in King County--each paying $.10 per capita, with a minimum of $300 and a maximum of $55,000, per year. The EDC raises at least $1 from the private sector for each $1 of local tax money. There are currently 200 King County employers belonging to the EDC. Of the $700,000 1989 budget, $295,000 came from local governments, $350,000 from membership dues, $25,000 from a State contract, and $30,000 from the PIC (described below).

Parallel Organizations. The Seattle-King County Private Industry Council is a quasi-governmental organization established to plan, oversee, and administer the employment and training programs funded by JTPA. The PIC also administers similar programs under the Refugee

Assistance Act. The PIC offers five programs: Comprehensive Youth Programs; Job Search Training; Occupational Skills Training; On-the-Job Training; and English as a Second Language. All programs develop employability through individual and/or group counseling, orientation, distributing labor market information, and teaching the skills needed to find and keep jobs. Recently, the PIC has emphasized recruiting, assessing, and placing people with multiple barriers to employment. The PIC tries to serve minorities twice as frequently as their share of the eligible population.

The PIC evolved from Seattle's Comprehensive Employment and Training Agency (CETA). It was created in 1983 in a joint agreement between the City of Seattle and the King County Government and continues to be accountable to both governments. The City and County established the Joint Executive Board (JEB), comprised of the Mayor and City Councilmember from Seattle, the Executive and County Councilmember from King County, and one suburban mayor. The JEB receives JTPA funds, oversees the PIC's finances and reviews and approves PIC actions.

The PIC Board consists of 23 members: 14 from private business; two from labor; two from education; two from community-based organizations; one from the State Employment Service; one from rehabilitation agencies; and one from the community at large. Like the EDC, the PIC conducts its work through its committees: the Planning Committee, Oversight Committee, Executive Committee, and various ad hoc committees.

The Planning Committee is composed of eight PIC board members and two ex officio members representing City of Seattle and King County. The Planning Committee develops the annual planning schedule, drafts the biennial Job Training Plan, procures services, and allocates funds. The Oversight Committee consists of five Board members and reviews contractor performance, recommends contract extensions and funding levels, and develops policies for program evaluation.

In addition, the PIC has established a Planning Advisory Committee (PAC), required by agreement between the PIC and the JEB to advise the PIC. This Advisory Committee has a minimum of 15 members: five representatives from business, three from education, six representing

women, minorities, ex-offenders, youth and handicapped groups, two from PIC contractors, one from the State Employment Service, one from migrant/farmworker JTPA programs, and one each from City of Seattle and King County. The PAC advises the Planning Committee on the development of the Job Training Plan and other planning issues, and also provides the PIC with a forum for consultation regarding local JTPA activities.

The PIC's biennial budget for 1985-87 was $24,128,500. Of this, $16,312,000 was II-A funding, $6,402,000 was Summer Youth funding, and $1,414,500 was Refugee Training funding. The balance came from special grants such as a $527,156 federal grant to provide employment and training services to the homeless and a $171,289 federal grant for Workplace Literacy.

The Seattle Department of Community Development operates housing, economic development, business assistance, community planning, historic preservation, and the Community Development Block Grant (CDBG) programs. While DCD has been primarily involved in low-income housing assistance and construction, it also arranges for SBA 7(a) loan guarantees and SBA 504 direct second mortgages.

DCD has two of its own financing programs: the Neighborhood Business Development Loan Program and the Float Loan Program (using an advance on CDBG funds). The agency has negotiated non-mandatory first source hiring agreements with employers who receive loans. They set a goal that disadvantaged people should fill 20 percent of permanent non-professional jobs on projects receiving DCD assistance. Employment agreements were signed on all DCD assisted projects, SBA, and UDAG grants, including Westlake Center (see below) and the Washington State Convention and Trade Center. DCD began this Targeted Employment program to link employment and training needs to economic development in 1982.

Loan recipients must ask business tenants to use the Targeted Employment program as the first source of new employees, list tenants with the DCD staff, notify DCD staff when job openings occur, and give DCD first opportunity to refer qualified applicants. Seattle Steel, for example, received a $5 million Float Loan in 1988. So far, the 40 referrals submitted by the Rainier Job Service Center, 26 candidates

qualified for the Targeted Jobs programs and 18 were hired.

Initiation of Linked Activities. Boeing is the largest employer in Seattle and has backlogged orders through 1996. In the early 1970's, however, Boeing was shrinking and laid off several thousand workers, causing severe economic hardship. This prompted the local governments to explore ways to revitalize and diversify the economy.

The City of Seattle created an economic development council to market the area to outside companies considering relocating. Shortly thereafter, King County, Pierce County, and Kitsap County joined the council which was renamed the Puget Sound Economic Development Council. But as the Council marketed the area to outsiders, local governments felt it no longer represented their interests. After a controversy with the Washington Department of Commerce in 1984, the private membership of the Council transformed it into the statewide Economic Development Partnership of Washington. At the same time, the new governor appointed a new head of the Department of Commerce (now Department of Trade and Economic Development). This new leadership marketed the state even more aggressively to outside companies. Under the "Team Washington" strategy, the Economic Development Partnership followed up on marketing leads from "Team Washington." The local economic development agencies were also responsible for any internal business development.

Businesses in Seattle and King County were concerned that the State's absorption of the EDC left the county without an economic development unit to coordinate local activities. Under the leadership of the Greater Seattle Chamber of Commerce and leaders from other suburban chambers, they established the Seattle-King County EDC in 1985. As the EDC began developing its five year plan, Framework for the Future, it invited MIT's David Birch to analyze the strengths and weaknesses of the local economy and work with the Board and staff at its joint planning retreat in January 1985. Birch recommended concentrating on the growth, nurturing, and retention of small businesses rather than on attracting new industry. Since the State already had a marketing program and local leaders wanted to diversify away from Boeing, the mandate given to the EDC was to focus on local business.

At the same time that the EDC was initiating its metropolitan wide planning effort, the City of Seattle was creating an Economic Development Commission (SEDC) to focus on issues specific to Seattle. The SEDC was appointed by the Mayor and City Council in 1985 to advise the City on economic development issues. It reviews the City's economic development goals and programs and recommends policies and strategies to the Mayor and Council. The 18 members are drawn from business, education, civic organizations, finance, Port of Seattle, real estate, and tourism. The group meets monthly as a commission of the whole (and more often in committees) to discuss broad issues and to be briefed on current, local economic topics. They recently recommended focusing on youth employability; specifically, to provide traditional initial jobs-specific training, basic language and computational training, and worker retraining.

Implementation. The EDC does not attempt to duplicate the services and functions provided by departments of economic or community development of its members public organizations. Rather, it will analyze the requirements for a public-private venture and involve the appropriate agencies. For business financing, EDC will refer companies to the public sector loan offices in Seattle and King County. For technical assistance to private businesses, EDC will refer companies to Washington State University's Small Business Development Centers. For job training, the EDC will refer companies to the PIC.

In certain instances, however, the EDC will provide services directly to public agencies and private companies. It will advise smaller communities who might lack planning staffs on specific joint projects with businesses locating or expanding in their area. More importantly, the EDC will initiate and provide staffing for new public-private projects to examine development issues affecting the entire metropolitan area. For example, on the issue of community investment and infrastructure financing, the EDC formally convened a group of public and private leaders to design new public works funding. It also initiated the Twenty First Century Awards to recognize innovative education programs in local schools and the close link between quality education and economic development.

Because the EDC tends to be issue driven and client driven, the nature of its work and the partners with whom it collaborates changes periodically. The involvement of so many municipalities, public agencies, and private businesses in its creation, however, appears to provide the basis from which the EDC can reach out to tap resources as needed and enhance the cross organization communications that had evolved from earlier public-private initiatives. Furthermore, the partnership enables the critical issues to be framed in a larger context than might otherwise be possible. For example, the EDC analysis of local economic development factors has extended to a formal study of the factors related to school dropout among 7th grade students and the thought processes leading to the decision to leave school.

B. Economic Development and Job Training Activities Made Possible by Links Among Organizations

Economic Development Activities and Outcomes

Activities. The EDC has used its broad funding base to offer a variety of economic development services and publications. For example, the staff of the Business Help Center compiles information and helps businesses using the resources of government agencies, chambers of commerce, colleges and other organizations. They also draw upon a Business Advisory Task Force of lawyers, accountants, bankers, venture capitalists and others who volunteer problem solving expertise. The Business Help Hotline (447-HELP) informs business owners about financing (e.g., IRBs), relocation, licensing, job skills training and education, permitting, water and sewer utilities, etc. Through BIZ NET, EDC members with personal computers can use the economic development data bank. The EDC also publishes the King County Industrial Atlas, the Seattle-King County Marketing Brochure, and the Framework for the Future. They also form groups to solve problems for local businesses. One example of EDC's work with business is the "King County Marketplace Program" (see Vignette #1).

Depending upon the size, scope, and complexity of the development project, the EDC will either complete the project in house or will work jointly with relevant development offices in the City or County. The Seattle Department of Community Development (DCD) operates housing, economic development, business assistance, community planning, historic preservation, and the Community Development Block Grant (CDBG) programs for the City. While DCD has been primarily involved in low-income housing assistance and construction, it also arranges for SBA 7(a) loan guarantees and SBA 504 direct second mortgages. Similarly, the King County Department of Economic Development (DED) administers CDBG and other federal funding programs as well as operating housing and business assistance programs.

DCD has two of its own financing programs: the Neighborhood Business Development Loan Program and the Float Loan Program (using an advance on CDBG funds). The agency has negotiated non-mandatory first

Vignette #1: Marketplace Program

The EDC has organized a "Marketplace" Program, through which it identifies purchases of goods and services over $5000 from outside the state and then links purchasers with local suppliers. The program was started with a $20,000 in seed money from Seafirst Bank which helped to pay for staff. The first successful match was locating a company that could duplicate video tapes in large numbers for a provider of health education programs. The match is worth approximately $287,000 and generated a brokers fee of $14,000 for the EDC.

source hiring agreements with employers who receive loans. They set a goal that disadvantaged people should fill 20 percent of permanent non-professional jobs on projects receiving DCD assistance. Employment agreements were signed on all DCD assisted projects, SBA, and UDAG grants, including Westlake Center (see below) and the Washington State Convention and Trade Center. DCD began this Targeted Employment program to link employment and training needs to economic development in 1982. Loan recipients must ask business tenants to use the Targeted Employment program as the first source of new employees, list tenants with the DCD staff, notify DCD staff when job openings occur, and give DCD first opportunity to refer qualified applicants.

The EDC, Seattle DCD, and King County DED are not the only organizations that funds specials economic development activities. Washington State University pursued a program that linked development and training (see Vignette #2).

Outcomes. At the end of December 1988, EDC staff were working with 91 cases that could lead to 10,846 jobs and $373 million in capital investments. Furthermore, the staff has helped 56 companies to start, survive, expand, or move to King County. The staff estimates 2,483 jobs were saved and over $48 million invested in capital improvements. EDC reports helping over 3,000 low income (JTPA eligible) individuals and 1,500 businesses (with 400 of the 1,500 moving into the area). The EDC "focuses on job creation by working with businesses. Since 1985 the EDC Business Help Center and Hotline have assisted over 2,000 companies.

The employment agreements required on all DCD assisted projects, have also produced results. Seattle Steel, for example, received a $5 million Float Loan in 1988. So far, the 40 referrals submitted by the Rainier Job Service Center, 26 candidates qualified for the Targeted Jobs programs and 18 were hired.

Job Training Activities and Outcomes

Activities. The PIC has focused exclusively on JTPA Title II since the State handles all Title III programs (until July 1, 1989) and

Vignette #2: Procurement Program

In early 1988, Washington State University subcontracted with EDC to create a procurement program that informs local businesses about U.S. Department of Defense (DoD) procurements and to help local businesses identify and bid on DoD contracts. The EDC refers any job openings to the PIC. It is run by a Certified Public Accountant with assistance from EDC staff. 77 businesses are enrolled and have made over 15 referrals to PIC

there were no Title I activities. The PIC funded four projects using the six percent ($288,281) and eight percent (131,750) funds: King County Teen Parent Project, Metrocenter YMCA Education Project, TARGET Homeless Employment Project, and King County Jail Project. Table 1 shows the annual volume of Title II-A and II-B activities since 1983. Table 2 lists the organizations funded by the PIC under performance contracts. All training contracts are for a two-year period and about one third of contractors turnover between award periods.

Outcomes. The PIC has been successful in meeting each of its performance criteria each program year since its start in 1983. The only exception has been a near miss of the Youth Entered Employment Rate standard in 1986-87. Table 3 shows the actual performance level for each year, including the State imposed standard of Youth Retention Rate. The above standard performance has resulted in the PIC receiving bonus and incentive funds which have been used to fund special projects such as the Homeless Street Kids Theatre program.

Table 1

TITLES II-A AND II-B SERVICE VOLUME, BY YEAR

Category	PIC Program Year			
	1984-1985	1985-1986	1986-1987	1987-1988
Expenditures for Titles II-A and II-B ($000)	$11,081	$11,238	$13,560	$9,084
No. of Participants, Title II-A	5,316	5,458	6,803	5,114
No. of Summer Youth	2,877	3,077	2,062	2,293
Proportion of Participants Removed from AFDC	n. a.	n. a.	n. a.	n. a.

n. a. = not available

Table 2

NO. OF TITLES II-A AND II-B PARTICIPANTS, BY SERVICE PROVIDING AGENCY (1988 - 89)

Service Providing Agency	Number of Participants
Apprenticeship and Non-Traditional Employment for Women	94
Asian Counseling and Referral Service	71
Association for Retarded Citizens	53
Center for Career Alternatives	390
Central Area Motivation Program	121
City of Seattle - Department of Human Resources	119
El Centro de la Raza	163
Employment Opportunities Center	85
King County Work Training Program	781
Metrocenter YMCA	122
Northwest Center Industries	29
Pacific Associates	146
Refugee Federation Service Center	50
Resource Center for the Handicapped	12
Seattle-King County Division on Aging	50
Self-Placement Employment Cooperative	217
The Allied Resource Group for Employment and Training	392
United Indians of All Tribes	30
Washington Human Development	59
Women's Employment Network	107
TOTAL	3091

Table 3

PERFORMANCE STANDARDS MET, BY YEAR

Standard	PIC Fiscal Year				
	1983-1984	1984-1985	1985-1986	1986-1987	1987-1988
Adult Entered Employment Rate	57.8% ✓	57.7% ✓	66.0% ✓	72.8% ✓	71.0% ✓
Adult Cost per Entered Employment	$2,789 ✓	$2,893 ✓	$2,574 ✓	$2,749 ✓	$2,368 ✓
Adult Welfare Entered Employment Rate	n. a. ✓	n. a. ✓	n. a. ✓	65.1% ✓	66.0% ✓
Adult Average Wage at Placement	$5.33 ✓	$5.26 ✓	$5.34 ✓	$5.50 ✓	$5.72 ✓
Youth Entered Employment Rate	67.9% ✓	73.1% ✓	73.2% ✓	73.2% ✗	76.2% ✓
Adult Followup Employment Rate	n. a.	n. a.	n. a.	82.9% ✓	58.7% ✓
Youth Positive Termination Rate	71.9% ✓	74.7% ✓	74.7% ✓	75.7% ✓	78.2% ✓
Youth Cost per Positive Termination	$1,843 ✓	$2,339 ✓	$2,209 ✓	$2,206 ✓	$2,230 ✓
Youth Job Retention Rate (1)	n. a.	n. a.	n. a.	67.6% ✓	59.6% ✓
Bonus and Incentive Funds	n. a.	n. a.	n. a.	n. a.	$283,251

(First year of PIC's operations = 1983-1984)
(1) Washington State Standard only
n. a. = not available
✓ = Performance standard met
✗ = Performance standard not met

C. How Links Among Agencies Improved Program Effectiveness

Extent of Coordination

The site visit identified many permanent and ad hoc committees, suggesting that agencies strongly encourage cooperative involvement, even if it slows the process. Cooperation is encouraged in several ways--mostly through overlapping membership. The overlap may be formal--when the overlap is due to organizational representation. For example, one member of the PIC Board officially sits on the Board of the EDC. Or it may be informal--where someone is invited to join because of their qualifications. For example, one PIC Board member is Executive Director of the Seattle Urban League, and a PIC staff member is President of the Seattle School Board. The PIC Director sat on The Rainier Valley Enterprise Center (now defunct) Board of Directors, which oversaw the umbrella organization responsible for managing Seattle's first small business incubator (see Vignette #3). The PIC deputy director encourages staff to be active in the community and pays staff for community activities performed during working hours.

Linkage Activities

Three types of linkage activities take place in the metro area. First, organizations collaborate in setting their agendas or in undertaking new projects. For example, the EDC is working on implementing its adopted five year local economic development strategy, which has resulted in the reform and reorganization of the King County Building & Land Division and drafting and passage of the Local Transportation Act of 1988 (allowing local governments to charge developers transportation impact fees). The overall strategic plan defines a role for each major set of actors or institutions (see Vignette #4).

The second type of link is through solicitation of public input from a wide range of organizations and businesses. For example, the Seattle DCD uses commissions, boards, and task forces to allow citizens to participate in planning and to coordinate their activities with those of other organizations. These include:

Vignette #3: Support for Small Business Incubators

Rapid job growth in the small business sector and a high rate of business failures in the area prompted the PIC in 1986 to invest in small business incubators. Business incubators are multi-tenant facilities which house small companies and, by providing certain benefits, facilitate their growth. It supported the Rainier Valley Enterprise Center and the Kent Valley Business Center Foundation. Neither incubator is still in operation, however.

Vignette #4: Strategic Planning for Cooperation

In 1986, the EDC produced "Framework for the Future: A Strategic Plan for Our Economic Future" after an open and public process. It was a lengthy community-based strategic planning exercise designed to set realistic economic development goals. It analyzed present economic conditions and set goals objectives and strategies for 1991 and beyond. The plan also assigned specific objectives and strategies to specific sectors of the community, as shown in Figure 3.

Figure 3

MAJOR COALITION PARTICIPANTS AND ROLES IN ACHIEVING KING COUNTY'S ECONOMIC DEVELOPMENT FUTURE

Major Coalition Participants and Roles in Achieving King County's Economic Development Future

Goals, Objectives, Strategies

Code of Roles
◄ = Lead ★ = Facilitate
● = Support ■ = Partner

				PUBLICS				EDUCATION			PRIVATES					LBR
		YEAR	SEATTLE-KING COUNTY ECON DEVEL COUNCIL	STATE GOVERNMENT	LOCAL GOVERNMENT	METRO	PORT OF SEATTLE	COMMUNITY COLLEGES	4-YEAR INSTITUTIONS	PRIVATE INDUSTRY COUNCIL	VO-TECH INSTITUTIONS	WASHINGTON ROUND TABLE	ECON DEVEL PARTNERSHIP	COMPANIES, BANKS PROFESSIONAL SERVICES	CHAMBERS, ASSOCS	LABOR
II. Education and Employment																
Goal: Leadership for Excellence in Work Force, Education																
Objective A	Support Local K-12 Excellence		●	◄■	◄■			●	●	●	●	◄●		●	●	●
Strategy 1	Support Public/Private Linkages	86	●	●	◄■		●					◄■		●	◄■	●
Strategy 2	Support Efforts for Improvement	86	●	●	◄■			●	●	●	●	◄●		●	●	●
Strategy 3	Improvements in Early Childhood Education & Day Care	87	●	●	◄■			●	●	●	●	◄●		●	●	●
Strategy 4	Encourage Childhood Initiatives	87	●	●	◄■			●	●	●	●	◄●		●	●	●
Strategy 5	Encourage Business Ed/ Foreign Languages	87	●	●	◄■		●	●	●	●	●	◄●		●	●	●
Objective B	Support Delivery of Higher Ed															
Strategy 1	Develop Support Partnership	86-87	■	●	●			■	■		■	◄■	●	■	■	■
Strategy 2	Encourage Effective Higher Educ./Business Partnerships	86-87	★ ●	●	●		●	■	■		■	■	■	■	■	●
Objective C	Encourage Entrepreneurial Spin-Offs															
Strategy 1	Support WTC & WRF	86	■	●	●		●		◄■			■	■	■	●	●
Strategy 2	Support Research Park	87	■	■	●		●		◄			■	■	■	●	●
Strategy 3	Encourage Research Incentives	87	■	■	●		●		◄			■	■	■	●	●
Objective D	Clarify Role of Community Colleges, Vo-Tech Insitutes															
Strategy 1	Support Refining Mission	86-87	●	◄■	●			◄■	■	●	●	◄■	●	●	●	●
Strategy 2	Assist Colleges in Responding	87	● ●		■			◄		●	◄	■		■	■	●
Strategy 3	Arrange Linkages Between Colleges and Businesses	87	★		●		●	■		■	■	●	●	■	■	■
Objective E	Research/Training by Private Insitutions															
Strategy 1	Assess Assets of Private Insitutions	87	■						◄					■	■	■
Strategy 2	Encourage Response to Network Gaps	87	★						●◄			●◄		●	●	●
Objective F	Support Training, Reskilling for Unemployed, Dislocated		●	■	●			■		■	■			■	■	■
Strategy 1	Link Businesses to Labor Pool		★	■	●			■		■	■			■	■	■
Strategy 2	Encourage Hiring by New, Relocating Businesses		★	■	●			■		■	■			■	■	■
Strategy 3	Support Reskilling for Dislocated Workers		★	■	●			■		■	■			■	■	■
Objective G	Training Network Responsive, Innovative, Accessible															
Strategy 1	10 Year Needs Analysis	87	★	■	●			■	●	■	■			■	■	■
Strategy 2	Design Programs for Needs	87	★	■	●			■	■	■	■			■	■	■
Strategy 3	Investigate New Concepts	87	★	■	●											
Strategy 4	Adopt Program	86-87	★	◄				◄	◄	◄	◄	●	●	■	■	■
Strategy 5	Assist Disadvantaged Programs	87	●	■	■			●	●	■	■	●	●	●	●	●
Objective H	Assist Labor—Management Cooperation	86														
Strategy 1	Labor Management Committees	87	★		■		■							◄	◄	◄
Objective I	Monitor Employment Growth															
Strategy 1	Monthly Report	87	★	■	■									■	■	■
Strategy 2	Emergency Programs		★	■	■			●	●	■	●			■	■	■

Source: Seattle-King County Economic Development Council

The Ballard Avenue Landmark Board
The Columbia City Review Committee
The Denny Hill Association
DCD I-90 Redevelopment Advisory Board
The Downtown Housing Advisory Task Force
The Harvard/Belmont Review Committee
The Housing Levy Oversight Committee
The International Special Review District Board
The International District Advisory Board
The Landmarks Preservation Board
The Mayor's Small Business Task Force
The PIke Place Market Historical Commission
The Pioneer Square Preservation Board
The Seattle-Chinatown International District
Preservation and Development Authority
The Seattle Design Commission
The Nonprofit Fund Citizens Advisory Committee
The Seattle Industrial Development Corporation
The Westlake Proposal Evaluation Committee
The Seattle Economic Development Commission
The Business Development Area Boards (4)

Third, special task forces and study groups allow organizations to link activities. For example, the EDC Education and Employment Committee has been studying the adoption of a program for at-risk youth based on a model borrowed from Portland, Oregon. The Committee is gathering local data on drop out and their causes, will list programs that already help young people find jobs, and how they are funded. The ad hoc group includes Education and Employment committee members, staff from the City of Seattle, US West Communications, the PIC and the EDC. In some instances, the ad hoc group will become formal sponsor for new activity, as in the case of the Washington Institute of Applied Technology (see Vignette #5).

Finally, the public agencies will enter into direct contracts with each other and with private business and will use the contract as the vehicle for affecting the linkage. For example, the PIC will contract with the EDC for economic development activities. In the first year of EDC operations (1985-86), the PIC signed a contract of $55,000 to help the EDC pay staffing costs for the Business Assistance Center, for the newsletter "Strategies," for directories of organizations providing business services, and for the preparing a strategic plan.

Vignette #5: Washington Institute of Applied Technology

The Washington Institute of Applied Technology (WIAT) was created in 1987 by the state legislature to encourage cooperation between business and education. WIAT is a public, non-profit educational institution governed by a 15 member board including the heads of several major corporations, representatives from the Greater Seattle Chamber of Commerce, three community college presidents, and the Seattle Public Schools. WIAT attempts to reduce high unemployment by providing vocational education for adults and high school aged youth (in school, at risk, and drop outs). Programs focus on training in basic electronics, child care, dental assistance, food services, health data occupations, and information processing.

By April 1989, WIAT had enrolled 260 at-risk or disadvantaged youth and working poor. Over 130 had completed the program and 72 percent of those were in long term jobs. Although WIAT aimed at 50 percent enrollment by central Seattle minority students, actual enrollment has been 66 percent: 35 percent Black, 16 percent Asian, 8 percent Native American, and 7 percent Latino.

The following year (1986-87) the PIC gave $35,000 to fund a business development representative on the EDC staff whose duties included research and giving information to companies seeking to invest, expand, or relocate in Seattle/King County. In 1987-88, the EDC and PIC signed a $30,000 contract to inform local businesses about PIC programs, print PIC articles in the EDC newsletter, conduct a local business retention survey, and make job referrals.

The PIC will also enter into direct agreements with the economic development agencies of the City and County, as well as with private developers. The most notable example of this approach is the development of Westlake Center, that has tied together permitting, job referrals, and downtown development (see Vignette #6). The Seattle DCD required that employment agreements be signed on all DCD assisted projects, SBA, and UDAG grants, including Westlake Center and the Washington State Convention and Trade Center.

Vignette #6: Mall Development as a Job Referral Opportunity.

The Seattle DCD coordinated public and private efforts in one of Seattle's largest projects in downtown: Westlake Center. The Rouse Company constructed a $110 million office/retail/open space complex, a new monorail station connecting to Seattle Center, and a major entrance to the downtown transit tunnel. In approving the new shopping area downtown, the DCD got Rouse to agree to open the resulting jobs to unemployed Seattle residents including minorities and women, both during construction and during retail operations by tenants. The PIC established a Westlake Employment Referral Service as the contact point for employment listings. The Service provides full range of employment services to tenants and job seekers, including applicant recruitment, prescreening, scheduling interviews, and use of office space for conducting interviews and training.

Jobs are listed with the Job Service of Washington and may also be advertised. The first listing, however, is usually with one of the PIC's training contractors providing JTPA training or a community organization. The PIC sets up office space for tenants to interview applicants and provides information on services to all tenants--paid for with public funds. The PIC provided the project coordinator, receptionist, and an account executive. The Washington State Employment Security provided a full time senior account representative, a summer intern, and a temporary interviewer. The City of Seattle Department of Community Development provided $15,000 to pay for leasing office space and other project costs. At the end of the project, there were 1455 applicants and 802 referrals; of the 550 jobs, 302 were filled through the referral service. Approximately 63 percent of those hired were unemployed, 6 percent were on public assistance, and 41 percent had annual incomes less than $10,000. Over 60 percent of the tenants availed themselves of the service.

D. PERSONS INTERVIEWED

PIC Representatives

Al Starr, Executive Director
Seattle-King County Private Industry Council

Rose Lincoln, Deputy Director
Seattle-King County Private Industry Council

Mark Okazaki, Planner
Seattle-King County Private Industry Council

Carolyn Conradus, Planner
Seattle-King County Private Industry Council

Betty Konarski, Director
Seattle University Internship Program
PIC Board Member and EDC Board Member

Harriet Stephenson, Director
Small Business Institute
Seattle University

Economic Development Organizations and Representatives

Penny Peabody, President
Seattle-King County Economic Development Council

David Bell, Vice President and Chief Administrator
Seattle-King County Economic Development Council

Laurie Owen, Director of Business Development
Seattle-King County Economic Development Council

George Walker, Vice-President and CEO
and EDC Board Member
US West Communications

Phyllis Lamphere, President
Lamphere & Associates
and EDC Board Member

Dennis English, Consultant and
Past Economic Development Manager with King County

Bill Beyers
Professor of Geography
University of Washington

Carol Adleberg
Small Business Ombudsperson
Office for Small Business
Seattle Department of Community Development

Linda Cannon, Special Assistant to the Mayor
City of Seattle

George Duff, President
Greater Seattle Chamber of Commerce

Steve Leahy, Vice-President for Programs
Greater Seattle Chamber of Commerce

PIC Contractors

Ron Cass, Director of Special Projects
Renton Vocational Technical Institute

Allan Sugiyama, Executive Director
Center for Career Alternatives

Larry Clark, Employment Specialist
Center for Career Alternatives

Charles Wetmore
TARGET/Job Service

Richard Manning, Administrative Manager
TARGET/Job Service

Employers of JTPA Clients

Judy Martin
Bader Cookie Company

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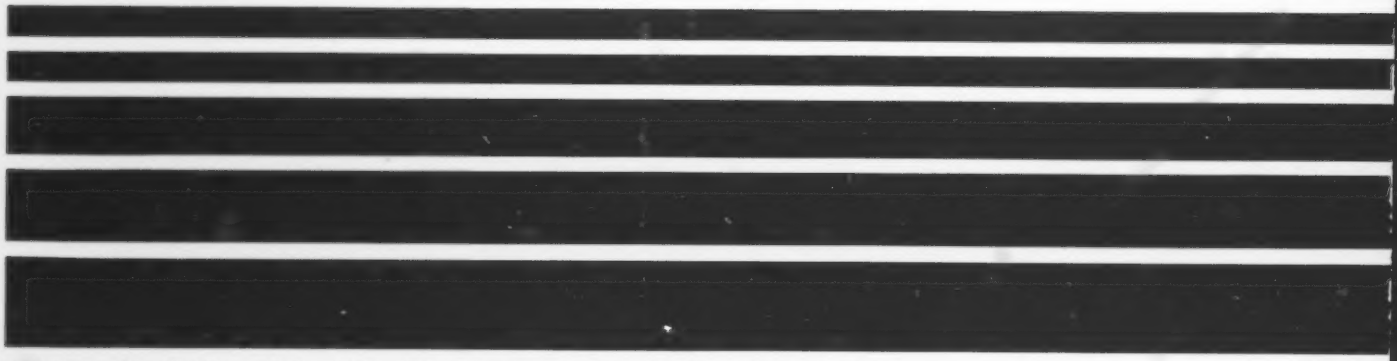
Yin, Robert K., Stephanie A. Sottile, and Nancy K. Bernstein, Attracting High-Technology Firms to Local Areas: Lessons from Nine High-Technology and Industrial Parks, COSMOS Corporation, December 1985.



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